Aspects of Coastal Management with particular reference to Heritage Coasts

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. . . Gather a shell from the strown beach
and listen at its lips: they sigh
The same desire and mystery
The echo of the whole sea's speech.
And all mankind is thus at heart
Not anything but what thou art:
And Earth, Sea, Man are all in each.

DANTE GABRIEL ROSSETTI

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LIST OF ABBREVIATIONS USED IN THE TEXT

AONB	Area of Outstanding Natural Beauty
CPRE	Council for the Protection of Rural England
CPRW	Council for the Protection of Rural Wales
GHC	Glamorgan Heritage Coast
JMAC	Joint Management and Advisory Committee
MAFF	Ministry of Agriculture, Fisheries and Food
LNR	Local Nature Reserve
MSC	Manpower Services Commission
NCC	Nature Conservancy Council
NPC	National Parks Commission
NGO	Non-Government Organisation
NNR	National Nature Reserve
NERC	National Environmental Research Council
RSNC	Royal Society for Nature Conservation
RSPB	Royal Society for the Protection of Birds
SPNR	Society for the Promotion of Nature Reserves
SSSI	Site of Special Scientific Interest
YTS	Youth Training Scheme

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CERTIFICATION OF RESEARCH

This is to certify that except where specific reference is made, the work described in this thesis is the result of the candidate. Neither this thesis nor any part of it has been presented or is currently submitted in candidature for any degree at any other university or polytechnic.

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ABSTRACT

The historical background to coastal conservation in England and Wales is described from the beginnings of the conservation movement to the Countryside Commission's proposals for Heritage Coasts. Those agencies both public and private having an important role in conserving the coast are identified. Differences in their approaches are discussed with reference to the management philosophy of Heritage Coasts.

Through a case study of conservation schemes in South, Mid and West Glamorgan it is shown that the Heritage Coast model is increasingly being adopted as an appropriate means of management by other agencies notably the National Trust and the Nature Conservancy Council, where recreational demand in particular is now being recognised and catered for. But the total reliance upon persuasion to manage land which is neither owned nor leased by the project remains peculiar to Heritage Coasts.

A survey of Heritage Coasts in England and Wales has been conducted to appraise the success of the concept at a national level. This has shown that 36 of the 43 designated Heritage Coasts are now under some form of management and project officers have been appointed to 29. Variations in management approaches have been identified and it is found that there has been a tailoring of basic Heritage Coast principles in response to local needs and opportunities. In some instances it is found that management responsibilities have been vested with conservation organisations rather than local authorities

Many Heritage Coasts are seen to have encountered instances where voluntary agreements have failed. It is recommended that statutory powers be made available to assist management in such instances. It is also recommended that the Countryside Commission revises its grant aid policy and provides further resources particularly for intensively used sites of special national significance.

C.G. Hariades

C H A P T E R O N E

INTRODUCTION

The British people have always had particularly strong associations with the sea. More than any other region the coast has formed a common heritage for individuals; theirs to exploit and theirs to enjoy. The right to utilise the resources of the sea and seashore was enshrined in Roman law and in Magna Carta (1215) and has been vested with the crown since early times. Such ancient statutes and the laws that succeeded them have however failed to halt the debasement of the coastline as a natural resource freely available to all. In recent times pressures on the coast have become particularly intense (Phillips 1973) under the demands of a wide variety of conflicting interests competing for the same space.

Whilst the foreshore may belong to no man, access to it may be debarred by private ownership of the hinterland. Agricultural intensification has led to the ploughing up of many footpaths and the general encroachment of arable land upon previously uncultivated areas further inhibits access. Development pressure along the coast has increased at an unprecedented rate. Between 1974 and 1980 for instance applications for development relating to the 23-mile coastal strip in Gwent accounted for 28% of all planning applications received by Gwent County Council (Halliday 1983). Coastal sites are often favoured by industrial developers, the sea affording a convenient and largely unregulated depository for the discharge of effluent.

Recreational demand whilst drawing attention to despoilment of the coast by other uses can in itself cause considerable damage. As increased car ownership, motorway development and leisure time make the coast more accessible for recreation purposes so the pressure on it becomes more acute. The complexity of the coastal environment makes it especially fragile, and alterations to it tend to be very intrusive. Unspoilt scenic coasts are particularly vulnerable to such change (Countryside Commission 1970b).

Planning mechanisms have been shown to provide the least protection to the coast (Halliday 1983) which in land planning procedures is regarded as little more than the terminus of authority. This is perpetuated by the notion of the coast as a discreet entity having only a dimension of length. The more subtle interactions of land, sea and man are largely unaccounted for. Confusion also arises over the delegation of responsibility for the coast between a plethora of maritime and terrestrial authorities. Against this background of mixed responsibility for a geographical feature of unrecognised importance and extent, a dearth of national policies for the coastal environment remains.

Conflicting interests and lack of policies to resolve them reduce the effectiveness of coastal conservation. In response to the need to safeguard the finest stretches of coastline in England and Wales, the Countryside Commission in 1970 proposed that they should be designated as Heritage Coasts. To date 41 coasts have been proposed or designated as Heritage Coasts representing 29% of the coastal frontage of England and Wales. A simple working tenet of management is the optimisation of land use within the limits appropriate to the conservation of the countryside rather than the wholesale preservation of the designated areas. The concept recognises the coast as more than just a land perimeter and it is rightly viewed as the interface between land and sea shaped as much by the rising hinterland behind as the open water beyond. If nothing else the Heritage Coasts represent the first attempt to formulate a national policy aimed at preserving the beauty of the most scenic undeveloped coasts of England and Wales for posterity. But the scheme has also prompted a wider interest in coastal conservation. The National Trust and the Nature Conservancy Council have each made considerable efforts to adopt similar management strategies as the success of the first Heritage Coasts became apparent.

It is the aim of this study to review the management approach taken by Heritage Coasts and to compare this with the running of other conservation areas with particular reference to South Wales.

CHAPTER TWO

DEVELOPMENT OF A COASTAL CONSERVATION PROGRAMME

2.1 Historical Background

Conservationists are concerned with safeguarding wildlife and landscape and with providing adequate access to the countryside for amenity and recreation. As man becomes increasingly industrialised and urbanised these issues assume greater importance and the growth of the conservation movement can be traced in the wake of modern industrialisation.

Clashes between landowners and rambling groups on open moorland at the turn of the century spawned a campaign for greater countryside access promoted by groups such as the Commons, Open Spaces and Footpaths Preservation Society established in 1865 and later by outdoor recreation bodies, notably the Ramblers Association founded in 1935.

The National Trust, founded in 1885, soon established itself as an influential body concerned with the preservation of places of historic interest and scenic beauty and set about acquiring land deemed to be of national significance. Its efforts were augmented by a number of campaigning organisations including the Friends of the Lake District and later by the Council for the Preservation (now Protection) of Rural England (CPRE) set up in 1926 and the Council for the Preservation of Rural Wales set up in 1927.

The Victorian passion for specimen collecting brought many species near to extinction and it was partly this which brought the Royal Society for the Protection of Birds (RSPB) into being in 1889 and the Society for the Promotion of Nature Reserves (SPNR) in 1912. The SPNR initially directed its efforts towards gathering information on important sites of wildlife interest for protection by the National Trust as nature reserves but later became an authoritative voice in the campaign for government legislation on conservation.

By 1833 urban expansion was noted as a serious problem by the Select Committee on Public Works. Yet little official action was taken towards protecting the countryside until the 1929 Labour Government appointed the Addison Committee with a brief to consider the feasibility of establishing National Parks in scenic areas both to preserve their landscapes and accommodate recreational pursuits. In its report (Addison 1931) the Committee called for the establishment of National Reserves and Nature Sanctuaries to which appropriate national authorities should be appointed.

Failure to implement the proposals of this report may be attributed not only to the years of depression which followed its release but also to the 1932 Town and Country Planning Act. The latter was intended to provide local authorities with sufficient powers to protect the countryside thereby making superfluous the establishment of an institution with responsibility for National Parks. Nevertheless Addison (1931) provided the conservation lobby with fuel for their campaign and in 1934 all the important outdoor bodies joined forces to create the Joint Standing Committee for National Parks which was to mount a united campaign over the next decade for the establishment of national parks.

The war years left their mark in both town and country and in the early 1940s a series of government reports prepared the political ground for post-war reconstruction. In particular the Scott Committee on Land Utilisation in Rural Areas (Scott 1942) called for the co-ordination of rural planning and public access and for the establishment of nature reserves and national parks which it deemed to be long overdue. A sense of urgency was instilled into the report and following a series of parliamentary debates between 1942 and 1944 the Scott recommendations were formally accepted by Government.

In 1945 a Ministry of Town and Country Planning was created whose efforts gave rise to a watershed in the conservation movement, the Town and Country Planning Act of 1947. This defined development plans and delegated responsibility for development control to local councils. The Act brought most developments under legislative control but made

important exemptions for farming and forestry. Other features of the Act were to enable local authorities to place preservation orders on buildings and trees and to undertake land acquisitions.

Policy and suggested sites for National Parks were laid out in the Dower Report (1945) on National Parks in England and Wales. Intended as a discussion document it became the plank upon which future policy was founded. Ten areas were earmarked in the report for designation as National Parks and a further twelve sites were identified for future designation. Dower (1945) also called for the establishment of a national body responsible for the National Parks.

Running parallel to the activities of the recreationists were those of the scientists whose countryside involvement stemmed from their interest in natural history rather than outdoor recreation. They were represented by organisations such as the Society for the Promotion of Nature Reserves (SPNR) whose origins lay in the campaigns of the late nineteenth century to obtain legislative protection for endangered species. This second limb of the conservation lobby set itself against a number of the Dower (1945) proposals, in particular the idea that the proposed National Parks Commission should be responsible for designating and managing nature reserves. The British Ecological Society was adamant that no nature reserve could be effectively managed without a scientifically-based research programme for which it felt that the proposed NPC would lack expertise. So when the Committee on National Parks in England and Wales was formed under Sir Arthur Hobhouse in 1945, two further committees - the Special Committee on Footpaths and Access to the Countryside and the Wildlife Conservation Committee were also brought into being. The recommendations of each committee arising out of proposals in the Dower (1945) report were published in the same year (Hobhouse 1947a, b; Huxley, 1947). This effort culminated in the National Parks and Access to the Countryside Act 1949 which accorded well with the aspirations of the scientists, whilst failing to accede to many demands of the amenity lobby (MacEwan 1982).

Two separate bodies were brought into being under the 1949 Act - the National Parks Commission (NPC) and the autonomous Nature Conservancy (now the Nature Conservancy Council). Their respective roles were to initiate National Parks and to protect wildlife. But whereas the latter was given a mandate to enable it to buy land outright or enter into management agreements with landowners with a view to establishing National Nature Reserves, the NPC was given a purely advisory role with the onus for managing and financing national parks resting with the local authorities concerned. The reasons for this are complex. Certainly the precedent of a government agency charged with survey and protection of wildlife justified new legislative powers but that was far more expedient than the granting of powers to the NPC for provision of mass recreation on private land. Furthermore landscape conservation was seen as a planning function which the Town and Country Planning Act of 1947 had already provided for (Green 1981). Intensive agricultural techniques too had yet to be introduced and Scott, Dower and Hobhouse shared the belief that a virile agrarian community would continue to embellish the rural landscape (McEwan, 1982).

2.2 The 1949 Countryside Act

Because of anticipated delays in establishing Nature Reserves, section 23 of the 1949 Act allowed for the designation of Sites of Special Scientific Interest (SSSI) and their notification to planning authorities who subsequently had to consult with the Nature Conservancy regarding planning permission for development. SSSI designation was also to protect much smaller sites such as long barrows or habitats of rare species. In addition to these functions the Nature Conservancy was also charged with conducting research to support its other roles. In 1965 two new research councils - the Social Science Research Council and the National Environment Research Council (NERC) were formed and the Nature Conservancy brought under the wing of the latter. But the arrangement was found to be ineffective and the Nature Conservancy was divided into two organisations, the Institute of Terrestrial Ecology which remained with NERC and the Nature Conservancy Council (NCC) whose role is largely the same as the body it superseded but whose research is now more pertinent to its own operations.

A third designation, that of Areas of Outstanding Natural Beauty (AONBs) was also defined in the 1949 Act. They arose from the Dower (1945) and Hobhouse (1947a) recommendations that certain tracts of land, although not requiring the management commitment of National Parks were nevertheless worthy of protection as conservation areas. There is however much confusion as to what is the role of AONBs. Of the 33 designated, several are as big as, or bigger than some of the National Parks and it is interesting to note that as regards scenic quality the 1949 Act provides that scenery of AONBs should be outstanding whilst no such pronouncement is made for National Parks (MacEwen, 1982).

By the beginning of the 1960s, it had become apparent that the 1949 Act and the NPC in particular were failing to control development in designated areas and could not cope with the new and rising problem of greater access and leisure time granted by car ownership. At a series of forward-looking Countryside in 1970 Conferences, recommendations were put forward that culminated in passing of the Countryside (Scotland) Act 1967 and the Countryside Act 1968. The Acts disposed of the NPC and established in its place the Countryside Commission and the Countryside Commission for Scotland which were given powers to grant-aid projects throughout the countryside and to undertake relevant research. Local authorities were empowered to undertake compulsory purchase where necessary to establish Country Parks. This new designation was aimed at providing informal, open country recreation areas within easy access of large conurbations.

2.3 The Coastal Context

There can be no part of Britain more under duress than the coastline. Bombarded by the sea in winter and tourism in the summer, demands upon coastal land come also from industry and agriculture. It is perhaps surprising therefore that despite recognition of such pressures no positive approach to coastal conservation was made until quite recently. By the mid 1930s, concerned by the mounting defacement of the coastline the Council for the Preservation of Rural England (CPRE) published an important work (Dougil, 1936) detailing a series of measures aimed at restoring and preserving the natural beauty of the

coast in undeveloped areas. This document was described in Cullen (1982 p.4) as the 'first coastal management report'. In 1938 together with the National Trust and the Commons, Open Spaces and Footpaths Preservation Society, the CPRE formed a Coastal Preservation Committee which campaigned for Action to preserve the coastline. In 1942 a report by the Committee stressed the immediate need for action on coastal conservation and the importance of the coast as a recreational resource (Coastal Preservation Committee, Second Report 1942).

Coastal defence schemes coupled with general neglect through the war left much of the coastline in a state of dilapidation. Consequently in 1943, J A Steers was appointed as advisor to the Ministry of Town and Country Planning on scientific matters relating to coastal preservation. Between 1943 and 1953 Steers undertook a survey of the entire coastline of England and Wales and Scotland as well, in which he analysed and graded almost every stretch of coast. In 1944 he presented a report (Steers 1944) calling for a national framework of planning and finance for coastal protection.

The coastline did not fare well in the National Parks and Access to the Countryside Act (1949). Neither was this cause furthered by the NPC whose terms of reference were too limited. Hobhouse (1947a) had suggested establishing a Coastal Planning Advisory Committee for which the Minister of Town and Country Planning was responsible but it was only in the 1960s that positive action was taken to safeguard the coast.

Because of a perceived lack of commitment to coastal preservation the National Trust launched its own 'Enterprise Neptune' campaign in 1965 with the aim of purchasing for the Trust special areas of the British Coast as and when they were put up for sale. Although by this time the National Trust already owned or managed 175 miles of coastline it felt that only through increasing their ownership could the estimated 700 remaining miles of unspoilt coastline be protected.

The great value of Trust ownership of land stems from an Act of Parliament of 1907 declaring all Trust land inalienable. The success of 'Enterprise Neptune' is unquestionable. By 1981, 225 more miles of

coast had been acquired by the Trust and the total sum raised had increased beyond £5,000,000. Yet the question of management of its new acquisitions was something which at the time certainly, the Trust had not come to terms with.

At an official level, Circular No. 56/63 was issued by the Minister for Housing and Local Government in September 1963. By this time nearly 30% of the coastline of England and Wales was under some form of special designation but such stretches still lacked a cohesive national policy. The circular instructed coastal authorities to prepare reports of their coastal areas in consultation with the Nature Conservancy. These studies were intended:-

i) to identify stretches of largely undeveloped coast whose beauty merited protection;

ii) to take steps towards restoring lost amenities and to define those activities appropriate to each stretch whilst considering 'the potential impact of proposals on areas of scientific interest' (Circular No. 56/63, para 8).

There followed in 1966 a further circular No. 7/66 entitled 'The Coast' which requested local authorities to submit to the Minister coastal plans for those areas already designated and those not as yet defined but considered worthy of preservation. Annual reports of planning consents and refusals in coastal areas were also to be submitted.

Circular 7/66 also authorised the NPC to organise a series of regional planning conferences at which reports from maritime planning authorities were submitted. In all, nine such conferences were convened whose aim was 'to provide a firm foundation for long-term policies for safeguarding the natural beauty of the coast as a whole and promoting its enjoyment by the public' (Circular 7/66). These reports formed part of a broader study of coast preservation instigated by the NPC at the behest of the Minister of Housing and Local Government. This included two special studies 'Coastal Recreation and Holidays' (Countryside Commission 1969a), and Nature Conservation on the Coast (Countryside Commission 1969b) prepared by the Sports

Council and the Nature Conservancy respectively and published in 1969. The NPC study culminated in two further publications, 'The Planning of the Coastline' and 'The Coastal Heritage' (Countryside Commission 1970a, b) by what had then become the Countryside Commission. One of the principal recommendations of the reports was that 'selected stretches of undeveloped coastline of high scenic quality should be given a special designation to protect their use for informal recreation' (Countryside Commission 1970b, p.v). 'The Coastal Heritage' identified a number of such coastlines which it termed Heritage Coasts.

2.4 Heritage Coasts

In all 34 stretches were selected for designation as Heritage Coasts amounting to almost 27% of the coastal fringe of England and Wales. Some developed areas were inevitably included within the defined lateral boundaries. The essential criterion for inclusion in the scheme was scenic merit. Coasts were chosen from the categories of exceptional and very good as defined by Steers (1944). Appropriate adjustments were made to their boundaries to account for features of special significance near the extremities of the area in question and for small-scale but irremovable intrusions. Whilst regretting the introduction of yet another conservation designation 'The Coastal Heritage' (1970b) noted that 'existing legislations and designations were unlikely to prove sufficient for the effective conservation of short stretches of coastline' (Countryside Commission 1970b, p.vii).

Reaction to the proposals contained in these publications was generally favourable. However a number of reservations were expressed, most notably by the National Trust which submitted its own policy statement on Coastal Preservation to the Commission in 1971. The Trust felt that existing legislation could, if rigorously applied, provide the same level of protection. It also felt that such designation would increase recreational pressures in designated areas whilst inducing planning authorities to forsake their planning duties on non-designated coasts. The Trust also complained that the proposals did not take sufficient stock of the impact of planning policies for inland areas in relation to the coast. Furthermore the statement put forward four proposals:

i) that Regional Coastal Planning Boards should be established with representatives from amenity, conservation and landowning interests as well as from local authorities;

ii) that access, signposting and so forth on such coasts should reflect their remoteness;

iii) that development of amenities in non-designated areas was the best means of protection for Heritage Coasts;

iv) that the Trust in conjunction with the Commission should seek to establish pilot schemes for conserving suitable stretches of coast.

The majority of maritime local authorities responded favourably. The Government, despite enthusiastically welcoming the proposals made some significant alterations to them. In a joint circular issued by the Welsh Office and the Department of Environment No. 12/72 (DOE); 36/72 (WO) entitled 'The Planning of the Undeveloped Coast' (1972) the Government rejected any new statutory designation and left the onus for designating Heritage Coasts with local authorities although they were required to consult with the Commission. The Commission's role therefore became one of liaison with local authorities and interested parties to reach agreements with regard to the establishment of definitive boundaries and management policies of a particular Heritage Coast. It was also to provide grants to fund staffing and conservation work within their boundaries and to assume responsibility for national promotion of the Heritage Coast concept.

Following acceptance of the basic programme pilot projects were set up in Dorset, Glamorgan and Suffolk in 1973. These served to demonstrate the workings of the scheme, acquiring support for it and gaining much invaluable management experience. A Heritage Coast officer was appointed to each of the pilot areas with the subsequent recruitment of wardens as practical improvements were begun. The Officers were employed by the respective Councils although initially 90% of their salaries were met by the Commission.

Responsibility for drafting and implementing management policy was largely the prerogative of the Project Officers, within the framework of the Commission's guidelines. This is achieved through the integration of ground level management within the planning process. A simple management philosophy is to bring recognisable benefits to visitors and local residents alike. It is a philosophy which appears to be sound as all three pilot schemes have achieved widespread acclaim both in their own right and for the Heritage Coast concept generally. They have been used by the Commission as models by which to advise other local authorities and have generated considerable interest from overseas. The scheme has been closely followed by organisations involved in coastal management from Australia, South Africa, India and North America. Already similar schemes are operating in France. Britain has therefore achieved a high international reputation for its coastal conservation policy, all the more remarkable for its slow uptake of the issue. Heritage Coasts have become firmly established within the fabric of coastal management.

CHAPTER THREE

MANAGEMENT STRATEGIES FOR COASTAL CONSERVATION

3.1 Introduction

Various bodies both statutory and voluntary are concerned with coastal conservation. However such involvement is rarely exclusive and for most agencies and organisations coastal conservation is just a part of a wider environmental remit. Even a specific coastal designation such as Heritage Coasts represents but one aspect of the work covered by the Countryside Commission.

The Countryside Commission is responsible for conservation of scenery and provision for access and recreation in the countryside. In England and Wales National Parks and AONBs provide a statutory means of achieving these ends although their success is questionable (McEwen 1982, Brown 1985). The powers of the Commission are restricted to the designation of boundaries for National Parks and AONBs subject to confirmation by the Secretary of State for the Environment. In its other roles the Commission acts in an advisory capacity, encouraging active conservation programmes with the carrot of grant-aid. Grant-aid is available to local authorities, voluntary bodies such as the National Trust and the private sector for a variety of specific activities ranging from tree-planting to the establishment of country parks and management of AONBs and Heritage Coasts. Most grants cover 50% of project costs, though management agreements may be subject to a maximum grant of 75%.

Wildlife conservation is the responsibility of the Nature Conservancy Council (NCC) which like the Countryside Commission is an autonomous Government agency. However the greater powers and resources available to the NCC enable it to go beyond the advisory role of the Commission and purchase and lease sites of wildlife value.

The work of both the NCC and the Countryside Commission is assisted and supplemented by the activities of local authorities and voluntary bodies. Both organisations provide grants to local authorities for various schemes such as Country Park and Local Nature Reserve (LNR) management in which they have an interest.

The National Trust plays an important role in safeguarding scenic areas and this complements much of the Countryside Commission's work. Various organisations, particularly the Royal Society for the Protection of Birds (RSPB) and local naturalists' trusts work closely with and are aided by the NCC.

3.2 Council Responsibilities for Conservation and the Coastline

Planning duties are divided between county and district councils. A devolutionary process over recent years has provided district councils with a more authoritative role in countryside issues than previously. Overall responsibility for rural protection remains with county councils through the development of Structure Plans, but within Local Plans district councils provide the detailed infilling of policy by which Structure Plan objectives are met.

Policy statements prepared jointly or individually by councils relate to specific localities or topics and supplement structure and/or local plans. The Glamorgan Heritage Coast Plan statement is one such document, prepared jointly by two borough and two county councils (see Chapter Four).

As the statutory coastal protection authorities, district councils have a particular interest in coastal planning; they are therefore likely to play an important role in coastal conservation schemes. This may become crucial as in Cornwall for instance where at county level, for various reasons, a low priority for conservation management has limited development of Heritage Coast programmes.

The uptake of management programmes in Heritage Coasts, AONBs, Country Parks and LNRs depends largely upon council initiatives. Where councils are sympathetic towards conservation and can allocate sufficient resources for this purpose then the aims of such designations can be effectively met.

In addition to management programmes within designated areas, councils may establish conservation programmes in other areas where recreational use is already well established. Such initiatives e.g. Caerphilly Mountain Project, which arose directly from the observed successes of the Glamorgan Heritage Coast programme, may also qualify for grant-aid from the Countryside Commission or NCC. Moreover certain areas might be singled out for special protective measures as for instance in the Barry-Penarth local plan (Vale of Glamorgan Borough Council 1983) where the coastline between the two towns is defined as a coastal conservation area.

3.3 Heritage Coast Management

Management objectives for Heritage Coasts are essentially two-fold:

i) to conserve the quality of scenery
ii) to foster leisure activities which rely on natural resources

In respect of conserving environmental resources the aim is 'to make the wisest use of all coastal resources rather than to preserve scenic stretches for their own sake or to discourage access thereto' (Countryside Commission 1970b, p.16).

Cullen (1982) identified a number of other unstated aims of the scheme centred around the pioneering nature of the Heritage Coast concept through which the Countryside Commission could gain experience relevant to countryside conservation management generally. In particular it was a testing ground for such management tools as project officers, management plans, grant-aiding and voluntary agreements and provides a stimulus for 'communication and cooperation between local authorities and other bodies responsible for managing particular ecosystems of

interest' (Cullen 1982, p.46). Fostering of goodwill between such parties could be hoped to encourage positive management initiatives for other areas.

Guidelines for managing Heritage Coasts are set out in 'The Coastal Heritage' (Countryside Commission 1970b). The document established the following basic management principles:

1. Determination of intensity of use - Management policy should relate directly to an acceptable level of use according to each area's 'ecological stability and landscape qualities'.

2. Determination of management zones based on different intensities of use - Acceptable levels of use should be determined for each part of the Heritage Coast which should then be categorised accordingly into intensive, remote and transitional zones.

3. Control of development - Incongruous and deleterious forms of development should be rigorously controlled within Heritage Coast boundaries.

4. Regulation of access - Pedestrian and vehicular access to an area should be controlled as a means of regulating use to acceptable levels. Judicious siting of car parks and footpaths and the encouragement of motorists along certain suitable routes are important in this respect.

5. Landscape improvements - Schemes should be initiated to improve landscape appearance by means of restoration, landscaping, tree-planting and the removal of disfigurements.

6. Diversification of activities - All opportunities for recreation that make use of existing resources should be encouraged, especially where these draw people away from their cars. In so doing situations of overcrowding in the intensive areas may be relieved.

7. Provision of interpretative services - Effectively prepared and displayed information can encourage the diversification of activities described in (6.) above and promote a closer understanding of and interest in the coastal environment and its noteworthy features.

As there is no provision for the statutory designation of Heritage Coasts the Countryside Commission has an important role to play in persuading local authorities to define Heritage Coasts within structure and development plans and establish management planning in them. The Commission can provide advice on all matters relating to definition and management and gives a financial incentive to local authorities by grant-aiding approved projects at a rate of 50% of total cost. Recently this grant-aid has been extended to cover all approved countryside improvement schemes and is now equally available to voluntary groups and private individuals.

Local authorities are expected to appoint a Heritage Coast officer and provide him with such professional backup from their various departments as required. The officer should have at his/her disposal a small fund to implement small-scale improvements and councils should take steps to facilitate the implementation of measures contained within the management plan.

The Countryside Commission places great emphasis on the need to prepare management plans. These documents should identify recreation patterns along the coast and should outline a zonation policy which ensures that sensitive ecological sites remain undisturbed whilst easing visitor pressure in congested areas. The task of drawing up these plans usually falls to the Heritage Coast Officer with assistance from appropriate council departments.

Provisions in the 1968 Town and Country Planning Act should eventually enable the proposed Heritage Coast plan to become incorporated into district and structure plans. The district plan should indicate policy towards each of the management goals and objectives as well as the precise boundaries, both lateral and inland once these have been

established. Designation proposals are subject to the approval of the Minister of the Environment (or Secretary of State for Wales in the Case of Welsh Heritage Coasts).

Project officers are a key element of the Heritage Coast concept. Their duties are primarily to draw up a management plan, organise practical improvement works along the coast and negotiate with local farmers, landowners and interest groups with a view to securing support for the programme and establishing voluntary agreements for such matters as access, and car parking. Such agreements are an essential part of policy implementation. But where they cannot be secured or fail to work there is provision for compulsory purchase to bring key areas into public ownership. Liasion with the National Trust, landowners and farmers should seek to establish codes of practice for agricultural and other operations (Cullen 1982). Furthermore project officers are expected to oversee the preparation of interpretative and promotional material, to recruit wardens and clerical staff as required and to instigate a forum for community representation. They are also required to submit quarterly reports to the Commission and to assume general responsibility for the planning and day-to-day running of the scheme. In all his actions the officer is responsible to the Advisory Management Committee.

Supplementing funding provided by the Commission and local authorities has proved to be an important function of the Officer (Cullen 1982; Howden and Williams 1985). A wide range of grants is available from Government agencies, particularly Tourist Boards and the Manpower Services Commission (MSC). The latter is able to provide support for Youth Training Schemes and Community Programmes to carry out improvement (but not maintenance) works along the coast and to support particular posts for a period of not more than one year, although the scheme can be renewed every year. Furthermore, through developing community support a variety of fund raising activities can be organised and local businesses may be persuaded to provide free services.

Community support is required not just to boost the available budget. The fostering of goodwill is vital and the concept recognises the benefits that accrue by developing support from both residents and visitors alike.

Once a management programme has commenced, wardens need to be employed to patrol the coast, giving information and assistance to the public and enforcing bye-laws, particularly those relating to the Wildlife and Countryside Act. They also act as information gatherers and carry out maintenance and improvement tasks. In all these activities they are assisted to varying degrees by volunteers who are either local individuals or come through various institutions, especially schools, colleges and youth groups.

3.4 Coastal Management and Ownership Objectives of the National Trust

Stretches of coastline such as Barras Nose (Cornwall) and Blakeney Point(Norfolk) were amongst the first properties acquired by the National Trust. Since then the Trust's coastal holdings have increased considerably; 75 miles of coastline had been acquired by 1965 and this was dramatically boosted to almost 450 miles by 1985 following the launch of Enterprise Neptune in 1965. Enterprise Neptune was relaunched in 1985 and is expected to extend further the Trust's coastal acquisition and management programme.

Because of the inalienable nature of Trust property mentioned in Chapter Two, such a massive drive to protect scenic coasts should be welcomed and yet much criticism has been voiced over the Trust's failure to provide management initiatives for its land holdings particularly along the coast. Cullen (1982) for instance hinted that 'the management structure the Trust uses for its land holding should be strengthened to help cope with the considerable expansion to their land holdings' (Cullen 1982, p.69). Cullen (1982) also comments on the paucity of interpretative material at coastal sites and the failure to bring to public awareness a strategy for coastal management. Since 1985, however, the Trust has assumed a more positive attitude towards

management plans for all their coastal holdings and to provide appropriate wardening and interpretative services usually with advice and financial assistance from the Countryside Commission.

Burgon and Hearn (1984) both senior Trust officers noted that 'there is an increasing emphasis within the Trust on interpretation of its coast and countryside properties, informing the public on management in progress . . .' and that 'the subject of interpretation on each coastal property along with all other aspects of the Trust's management and responsibility will be carefully considered during a major three-year programme of Management Plan preparation, due to start in the autumn of 1984' (Burgon and Hearn 1984, p.24).

Already there are signs that the Trust is acting on its words. A recent paper 'Coast and Open Country' (National Trust 1985a) listed the provision of management plans for all their landholdings as the major priority for the use of resources and this is being taken up at ground level at more and more sites.

While acquisition of fresh holdings is continuing at an average rate of one per week, increasingly the need for definitive management of each site is being appreciated. Establishing and maintaining management programmes is very costly and careful consideration needs to be given to the priority attached to new acquisitions as opposed to providing further management services.

The criteria used for selecting sites suitable for acquisition to be held inalienably are that the area in question must be of outstanding scenic value or historical and archaeological interest and must be of national importance. Where the land is of less than outstanding scenic value the decision to acquire may be swayed by its historical, archaeological or wildlife significance. However the Trust recognises the roles of other conservation bodies and realises that such organisations as the RSPB, NCC and Naturalists Trusts may be better custodians of many sites and the need for close co-operation between the various amenity and conservation bodies is accepted. In the past

the Trust has possibly been associated more with historic buildings; current policy gives maximum priority to land acquisitions with purchase of other sites now being undertaken only as a last resort

Properties are generally managed through the Trust's regional offices although some are managed by local committees and a smaller number by local authorities. Management is now seen as most effective when under the control of the regional offices.

In order of priority the Trust' management policy and objectives for its landholdings are listed as:

i) The conservation of the beauty of the landscape.
ii) The conservation of natural history, archaeology and historical survivals.
iii) The provision of public access consistent with the above.
iv) The creation where possible of conditions to permit local communities to thrive and to foster good relations with tenants and their understanding of the Trust's objectives.
v) The conservation of important vernacular buildings and artefacts in the landscape.
vi) To oppose development which will be directly or indirectly damaging to Trust property.
vii) To obtain maximum income consistent with these objectives.
viii) To provide visitors and local communities with appropriate information about the Trust's work and management; to foster good relations with the local community; to recruit members and support.
ix) To maintain close working relationships with the local authorities and other organisations active within the areas where the property is located. (National Trust, May 1985a, p.21)

Management plans are correctly seen as essential tools, identifying management objectives providing continuity, noting valuable areas and establishing a framework for the efficient use of resources. They should outline the work to be carried out and the resources required. As such they are directly comparable to those envisaged for Heritage

Coasts. With 50% grant-aiding from the Countryside Commission, all the Trust's regions are currently engaged in the production of management plans. The target date for their completion is the end of 1987.

The Land Management Agent is responsible for writing the plans assisted by a Management Team and approved by the Regional Committee. Plans are expected to be short and should be reviewed every five years.

Executing the plans is the responsibility of wardens who are responsible to the Land Management Agent. Large properties employ a Head Warden with full-time and seasonal wardens at his/her command. Wardens' roles are little different to those employed under Heritage Coast schemes. Improvement works may be carried out by the wardens themselves or by MSC schemes or volunteer and contractual labour.

Trust policy in areas such as AONBs, Heritage Coasts and National Parks is to co-operate and where possible establish small working parties or advisory groups.

Points of access are seen as critical in management programmes and policy here is to control these by direct ownership wherever possible. In addition to the control of visitor levels that this affords, ownership of access points also provides opportunities to gain revenue from visitors and to act as recruitment grounds.

Much to their credit the Trust has established detailed monitoring and survey schemes on many of their sites. These have provided information on how to minimise visitor impact in a manner which has brought positive benefits to visitors. Kynance Cove in Cornwall illustrates this approach well (Countryside Commission 1980). A biological survey presently being undertaken on all their landholdings is aimed at providing information on wildlife and habitats for incorporation into management plans.

Although nature conservation is not seen as an overriding concern of the Trust, the old laissez-faire attitude is now being replaced by a more positive management approach to the welfare of wildlife. Many Trust sites are of great importance to wildlife as evidenced by 414

SSSIs which fall within Trust land. The Trust recognises that where nature conservation has failed most in the past it is a result often of a failure to impart relevant information to those such as tenant farmers who are active on Trust land. The biological survey now well under way should help to rectify this situation. The need for continual monitoring is clearly spelt out in their paper 'Nature Conservation' (National Trust, 1985b).

Obviously this drive towards establishing adequate management programmes on all its landholdings is a costly enterprise for the Trust to undertake. Finance is derived from four sources: grant-aid, appeal funds, subscriptions and income from visitors. A number of government agencies provide grant aid, of which the Countryside Commission is the most important. To date the Commission has provided in excess of £750,000 (National Trust 1985a) towards acquisitions and provides 50% grants for wardening and practical works. Since 1981 the NCC has provided increasingly large funds for nature conservation work and for the financial year 1985/6 a total of £32,000 was applied for (National Trust 1985b). Local authorities may also provide small grants towards specific projects. Revenue from car parks is only possible where the Trust controls these while subscriptions provide a general administrative fund. The importance of public appeals is well demonstrated by Enterprise Neptune which has raised over £7 million since its inception (Cullen 1982).

3.5 The Role of the Nature Conservancy Council

The present guise of the Nature Conservancy Council (NCC) as an autonomous national government agency was established by the Nature Conservancy Act, 1973. Under this Act the functions conferred upon the NCC were:

i) to establish, maintain and manage National Nature Reserves.
ii) to advise ministers on policies for or affecting nature conservation in Great Britain.
iii) to provide advice and disseminate knowledge about nature conservation.

iv) to commission and support or if necessary carry out relevant research.

v) various duties under other statutory provisions, particularly the notification and protection of SSSIs. (NCC 1985, p.68)

Moore (1982) has described the aim of nature conservation as safeguarding the national heritage for the enjoyment of present and future generations. This is achieved through promoting an awareness for wildlife and its special needs and by designating protected sites whereby native plants and animals may continue to perpetuate within their viable habitat range. National Nature Reserves (NNRs) and Sites of Special Scientific Interest (SSSIs) have become the instruments of protection. The distinction between them is a matter of control. The NCC is directly involved in the management of NNRs and will either purchase the freehold or leasehold of the land or will enter into a formal management agreement with the owners and occupiers. To date outright purchase of land has afforded the best protection of NNRs (NCC 1984).

The designation of SSSI was used either as an interim protective measure prior to the establishment of NNRs or as a means of providing protection to sites harbouring rare species or having some other noteworthy feature, including geological significance. Originally SSSIs were merely notified to planning authorities who had then to consult with the Conservancy where development proposals would have an impact on their interest; where conflicting interests arose these were usually brought before local planning inquiries for adjudication. But under the terms of the Countryside Act (1968) the NCC was empowered to enter into management agreements with the owners of SSSIs although lack of funds and planning control over agricultural and forestry practices limited their effectiveness. The Wildlife and Countryside Act (1981), despite its loopholes which left many proposed SSSIs vulnerable to damage prior to notification, reinforced the status of the designation by obliging the NCC to re-notify all owners and occupiers of SSSIs with a complete list of activities detrimental to their interest value. Where curtailment or cessation of notified activities incurs a loss of revenue to the owner or occupier the NCC is able to award compensation payments. However the co-operation of owners is still essentially on a

voluntary basis and SSSI destruction and damage continues at an alarming rate. Between April 1984 and March 1985, 255 sites were damaged, 94 of which will in whole or part require denotification. In over half these cases the damage was a result of agricultural activity (NCC 1985).

The complicated process by which both NNRs and SSSIs have come to be selected reflects the complexity of natural communities. Consideration needs to be given not only to site quality but also to the frequency with which similar sites occur within a given region. For this reason a surviving example of an ancient mixed woodland in Eastern England may merit NNR status whereas a biologically richer site in Gwent where such woodlands are relatively common may not. Strategic designation of this nature aims to conserve the geographical distribution of species and habitat types. The size of designated areas is obviously of great importance for many species require large areas if they are to retain viable populations. Big is better is an important maxim in this respect and most SSSIs will represent the largest and finest surviving examples of their kind in each region. Conditions vary with species as does the knowledge required to make such decisions but a typical guideline would be to select SSSIs from within geographical areas of between 60,000 and 400,000 Ha. with a spacing interval for particular habitats of about 50km (Moore 1982). These figures are adjusted in accordance with new data from ongoing research programmes. Site designation is a dynamic process; new sites are constantly being added and old sites denotified when through human activity or natural processes they no longer merit protection. Other sites may be selected where they are threatened by development or represent a rare or unique habitat or provide sanctuary for endangered species.

By March 1984 the number of SSSIs in Great Britain stood at 4,497 with a total area of 1,433,827 Ha. NNRs, which are also given SSSI status numbered 197 and covered an area of 150,470 Ha. (NCC 1985). Some 6.5% of the surface of Britain is therefore covered by the above designations although the majority of sites occur in coastal and upland areas.

Apart from its responsibilities for the notification of SSSIs and conducting research to this end, the NCC also provides grants to appropriate Non-Government Organisations (NGOs) and assists local authorities in establishing Local Nature Reserves (LNRs). Grants payable to NGOs vary according to need. For the financial year 1984/5 for instance the Glamorgan Trust for Nature Conservation received a grant of £4,421. The total award made to NGOs for the same year was in excess of £330,000 (NCC 1985).

Section 21 of the 1949 Act allowed local authorities to establish LNRs after consultation with the NCC. Their status is equivalent to that of NNRs and they also receive protection as SSSIs but their context is local and amenity use tends to assume a higher priority in their management.

105 LNRs had been established by 1983 (NCC 1984). They are largely financed by local authorities, grant-aided by the NCC. Kenfig Dunes and Pool LNR in Mid Glamorgan for instance received grant-aided support towards salaries in its formative years from the NCC which also provided £5,000 towards the building of an information centre and other occasional grants.

Early in its history the NCC established its credentials as a body committed to wildlife conservation based on a firm foundation of scientific rigour. The acquisition of NNRs enabled it to undertake large-scale outdoor research programmes without interference. This continues to be an important use of NNRs but increased recreational pressure has forced the NCC to devote more energy to educational and interpretative services. The enclosure of wild habitats from human activity cannot of itself form a justifiable land use except over strictly limited areas. Most conservation sites have to accommodate if not provide for amenity use. Careful management can usually prevent undue damage to sites arising from high levels of use and well organised educational services can both enhance amenity value and foster environmental awareness. This has been shown to work well in Gower, for instance, where West Glamorgan County Council and the NCC have worked together to develop the successful Gower Field Education Projection (Hughes 1986b). Yet despite acknowledging the importance of

recreation - 'nature is now a recreational and tourist asset of the greatest importance' (NCC 1984, p.39) - the NCC has failed to provide effective guidelines by which intensive visitor use can be reconciled to site conservation.

Although there are many coastal NNRs and SSSIs, 650 of which include portions of the intertidal zone, until 1981 there was no provision for statutory protection of sublittoral communities. Under the 1981 Act, however, provision was made for the establishment of Marine Nature Reserves (MNRs). Attempts by the NCC to establish the first of these have been beset by difficulties and so far with the exception of Lundy Island little has been achieved beyond the proposal of seven possible sites. In 1985 following an agreement on fishing zones within the area Lundy Island became the first of these to receive formal designation as an MNR.

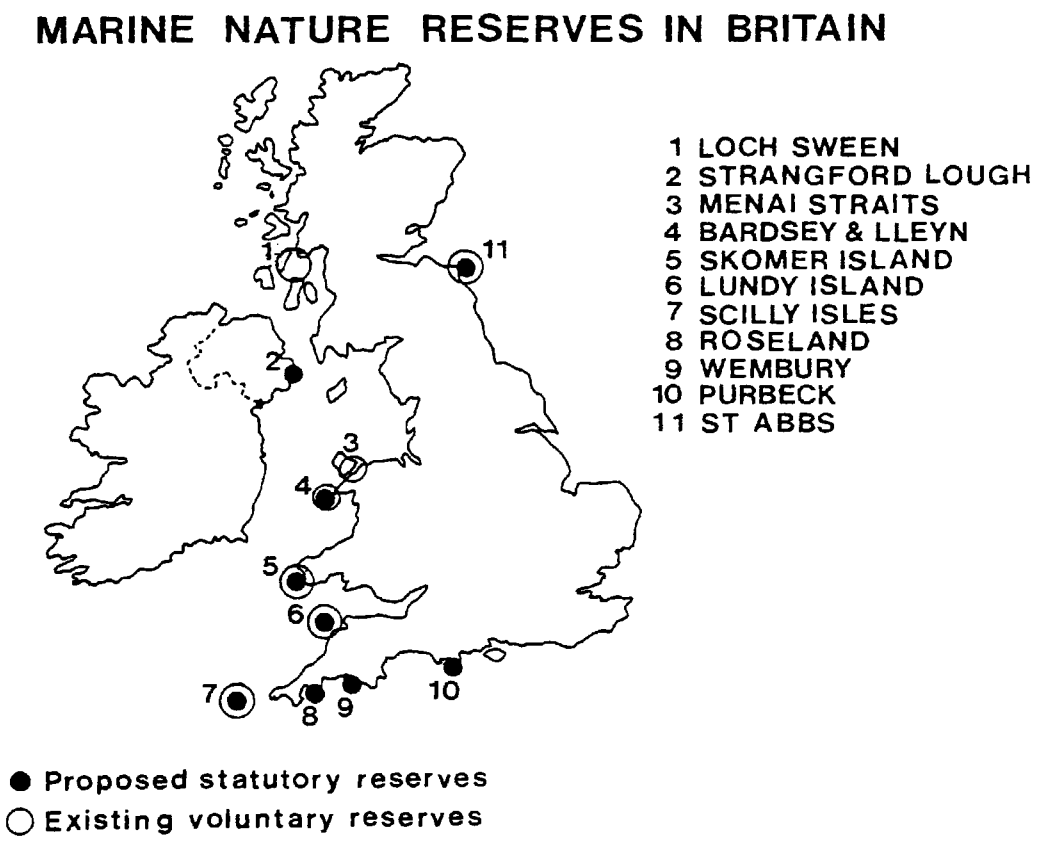

Fig 3.1

While progress in designating MNRs has been painfully slow a number of voluntary Marine Reserves have been set up. The first of these established in 1971, was again Lundy Island. As their name implies these reserves depend upon voluntary agreements between interested parties. By and large they have been successful (Gubby 1986) though there have been some notorious cases of wilful damage. Conservation of the wider marine environment remains the province of National Government and particularly MAFF.

3.6 Non-Government Organisations (NGOs)

By far the most important non-government organisation involved in conservation of coastal scenery is the National Trust whose role has already been discussed. But there are a number of other NGOs involved in wildlife conservation along the coast; these include the Royal Society for the Protection of Birds (RSPB) and the Royal Society for Nature Conservation (RSNC) which is the umbrella organisation for county naturalists' trusts. Both these organisations manage coastal reserves. with the aim of preserving their wildlife interest or more particularly in the case of the RSPB their ornithological interest. Such reserves are usually leased or owned and are run and maintained largely by volunteers. Funds are raised mostly by subscription, supplemented by NCC and local authority grants, and private donations and bequests.

The RSNC is essentially the national co-ordinating body for Nature Conservation Trusts. Acquisition and Management of reserves is a matter for individual Nature Conservation Trusts. These usually operate on a county-wide basis and 46 Trusts have now been established covering the whole of the United Kingdom, with a total membership of 150,000. Between them they manage over 1,400 reserves of which more than half are SSSIs and 18% are of NNR standard (NCC 1984).

CHAPTER FOUR

THE GLAMORGAN HERITAGE COAST: A CASE STUDY

4.1 Physical Background

The Glamorgan Heritage Coast (GHC) stretches for 22km along the rockbound coast of South Wales between Porthcawl to the west and Gileston to the east. Its inland boundary lies for the most part along the line of the B4265 road, about 1-2km from the shoreline, falling within the important agricultural region of the Vale of Glamorgan. This fertile belt of land seldom rising above 120m, consists of much grade 2 agricultural land. Trueman (1980 ed.) suggested that it represented a dissected plateau extensively incised and denuded by the sea. It seems likely that it comprises a series of coastal platforms laid down and in part eroded by variations in the sea level.

Along most of this coastline the shore line is marked by a near vertical line of cliffs generally less than 30m high but occasionally exceeding 45m as at Southerndown and Nash Point. At the cliff foot a wide wave-cut platform has been created which is one of the best examples of its kind in Britain. It is from this vantage point that the rugged beauty of this coast is best appreciated.

Over most of their course the cliffs consist of Liasic rocks - Blue Lias, Southerndown Beds and Sutton Stone. At the western end, around Ogmore-by-Sea, the cliffs are of massive Carboniferous limestone. But the Lias beds are the more significant, both in terms of their geological interest and the greater instability of the cliffs formed from them. The cliffs between Southerndown and Lavernock afford the finest display of lower Lias beds to be found anywhere in Britain (George 1970). Interspersed between the Lias limestone are dark shale beds.

Sequencing in the lower Lias beds has been differentiated by Tranhaile (1969). It comprises:

i) The bucklandi zone: 60m of nodular limestone and some shales
ii) The angulata zone: 30m of shales and some limestone
iii) The planorbis zone: 15m of alternating limestone and shale

Extensive jointing is a prominent feature of all these beds and much faulting occurs within numerous fault zones. The joint planes tend to be nearly vertical, increasing the susceptibility of the beds to marine erosion. Cliff failure mechanisms vary according to the structure and composition of particular sequences. It is the alternation between shale and limestone beds that leads to their inherent weakness and frequent failure (Williams and Davis 1984).

Lying at the western end of the GHC is the extensive system of sand dunes covering about 200 hectares known as Merthyr Mawr Warren. Set in juxtaposition to the rest of this coastline the area could not be more strikingly different. It is a relatively recent feature having been formed in its present state during Medieval times from fluvio-glacial sediments that had been deposited in the Bristol Channel at the end of the last Ice Age. Although completely covered by sand during the Iron Age, growth of vegetation on the dunes had stabilised the area by the 9th century. Monastic records refer to freak storms and tides occurring in the vicinity between the 12th and 15th centuries which carried a considerable volume of sand on to the existing dune system.

In places the dunes rise to over 60km above O.D. They have become extensively colonised by marram grass (Ammophilla arenaria) since an outbreak of myxamatosis in the 1950s decimated the indigenous rabbit population. This together with the spread of sea buckthorn (Hippophae rhamnoides) has helped to stabilise the dune system and experiments (Sothern et al 1985) have shown it to be quite resistant to visitor pressure. The dunes have been notified as an SSSI and are of archaeological importance.

With the exception of Newton Sands no extensive beaches are to be found along the GHC. Stretches of sand occur above the wave-out platform in places notably at Southerndown and Ogmore-by-Sea. A pebble ridge running from Trwyn y Witch to Gileston forms most of the beaches at the eastern end of the GHC. Gileston beach is made up of a huge deposit of

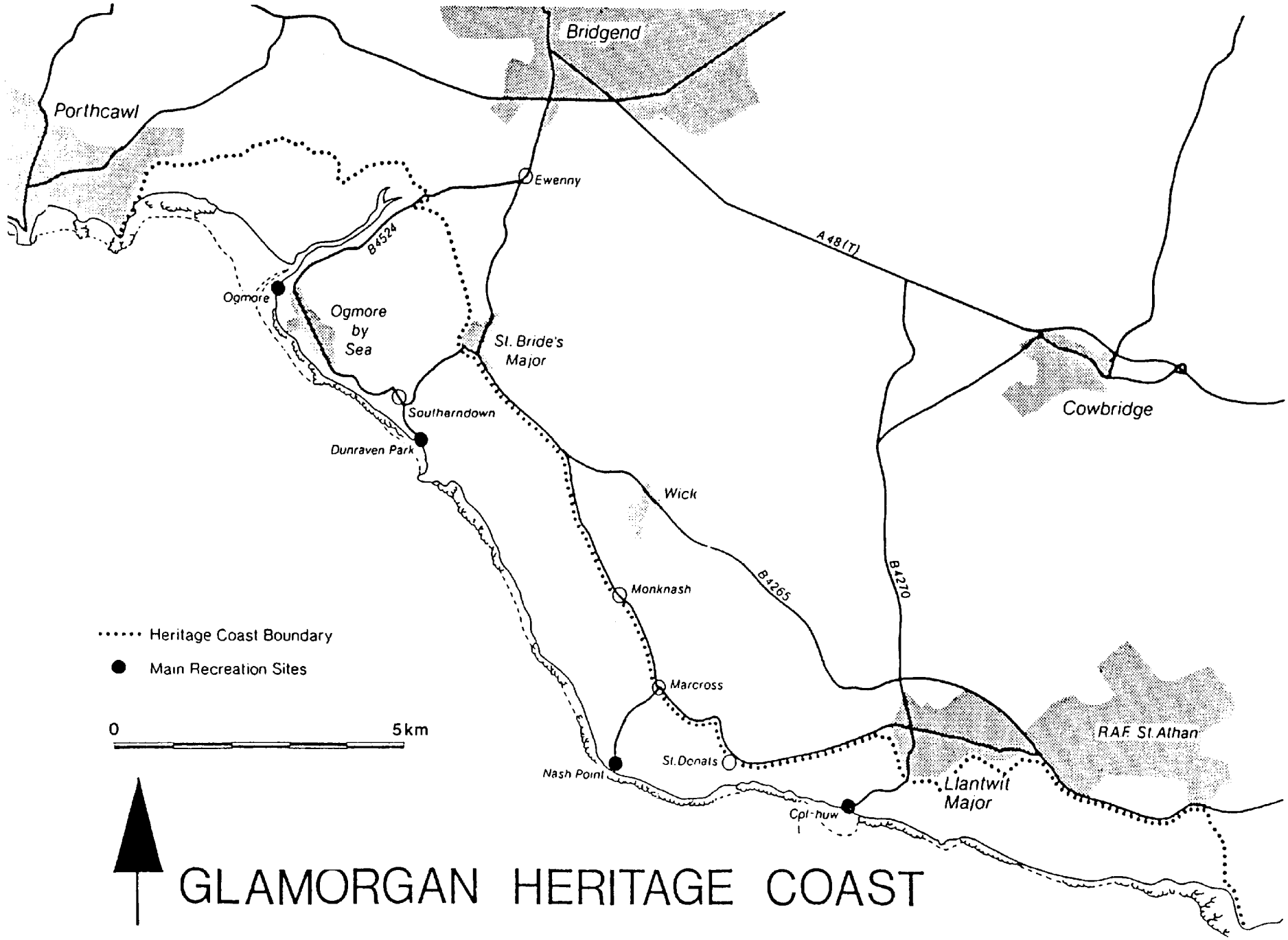
Bridgend
Porthcawl
Ewenny
A48(T)
B4524
Ogmore
Ogmore by Sea
St. Bride's Major
Southerndown
Dunraven Park
Cowbridge
Wick
B4265
B4270
Monknash
Marcross
St.Donats
Nash Point
R.A.F. St.Athan
Llantwit Major
Cpl-huw
Heritage Coast Boundary
Main Recreation Sites
0
5km
GLAMORGAN HERITAGE COAST

Fig 4.1

pebbles and boulders. Talus screes can be found at cliff bases in the vicinity of recent falls, but there is a general absence of beach material along the length of this coast.

Morphological changes along the coastline are largely the result of strong wave action within this high energy storm environment. The expansive stretch of water within the Bristol Channel gives rise to an open fetch coinciding with the direction of the prevailing winds: 38% of winds blow from the south or south-west (Rhoose Airport Data, 1935-75). The high tidal range (over 6m) found in the Channel is also of importance, increasing the proportion of wave energy dissipated against the cliff faces during high spring tides and tidal surges arising from storm activity. Wave forces of up to 0.75 tonnes per cm^2 have been measured on the cliffs.

A strong longshore drift of 11 knots in an easterly direction has been measured along this coastline. The sparse covering of sand and occasional boulders at low tide give an indication of just how efficient the scour action is. Pebbles have been measured moving eastwards at a maximum rate of 20m per day (Williams and Davis 1979).

4.2 Management Structure

When the boundaries of the Glamorgan Heritage Coast were first proposed by the Countryside Commission in 1970 they fell under the jurisdiction of Glamorgan County Council. Negotiations between the Council and the Commission led to the establishment of the project in February 1974 and the appointment of a Project Officer a month later. Following national local government reorganisation in April 1974 however the County of Glamorgan was dissolved and replaced by the Counties of Mid and South Glamorgan whose boundaries bisected the Heritage Coast and West Glamorgan. This immediately gave rise to administrative problems concerning the division of responsibility between the two County Councils and also Ogwr Borough Council and Vale of Glamorgan District Council, whose boundaries also extend to the Heritage Coast.

At a Steering Committee meeting in October 1974 between the Countryside Commission and the four local authorities a series of recommendations proposed by the Commission concerning the issue of administration were considered and accepted. These set the name of the plan simply as the Glamorgan Heritage Coast Plan and vested equal responsibility for it in the four councils concerned. For convenience the Project Officer was officially based within South Glamorgan County Council Planning Department.

Approval of the Heritage Coast programme was to be the responsibility of the four authorities represented by a Joint Management and Advisory Committee (JMAC) established to oversee and direct the project.

Work on preparing a management plan commenced in April 1974 and the first draft was completed in October 1974. The plan was revised and formally approved by the JMAC in 1977.

Undoubtedly this shared responsibility creates bureaucratic problems but the success of the scheme shows that these are not insurmountable. Difficulties have arisen in the past where one or two councils have shown a lack of commitment, but the enthusiasm of the others has compensated for this and at no point have any of the councils withheld their contribution towards the funding. The recognition of South Glamorgan as the lead authority has certainly helped, as it is generally accepted that their staff will assume most of the administrative responsibility for the GHC.

In fact certain advantages may result from this arrangement. Because council funding is shared equally the financial commitment of each council is low and given the recognised cost-effectiveness of the scheme (Williams and Howden 1985), enables maintenance and improvement works to be carried out more efficiently than would be the case if the councils were having to act on their own.

4.3 Finance

Contributions towards basic running costs amounted to about £8,000 per council in 1986 (GHC Treasurer's Report, 8 November 1985) which with a 25% grant from the Countryside Commission gives a total of about £40,000. This is augmented by additional contributions from councils and other grant support from various bodies including the Commission and the Welsh Office towards specific projects. The use of Manpower Services Commission (MSC) and Community Programme schemes provides a free labour force to carry out improvement works which when costed into the programme was worth over £110,000 in 1983 (Williams and Howden 1985).

A thriving 'Friends' Association established in 1981 now provides a further source of income. As a voluntary organisation it is able to attract funds from charitable trusts such as the Prince of Wales Committee which combined with local fund-raising events brings in about £2,000 per annum. Monies so raised are matched by Countryside Commission grants thereby doubling their value.

Thus the basic council funding of the GHC acts as a driving force for management which is supplemented by additional grant aid and community funding as the scheme gains momentum. The extent to which such potential for additional funds is exploited depends upon the resourcefulness of the Project Officer. No Heritage Coast better demonstrates this role of the Project Officer as a resource-gatherer than Glamorgan.

Table 4.1 Glamorgan Heritage Coast Income 1982/3

Local authorities' annual contribution	£ 19,195
Countryside Commission	£ 19,195
MSC employment programmes valued at	£110,800
Welsh Office Urban Aid grant	£ 5,000
Mid Glamorgan County Council	£ 5,000
Countryside Commission: supplementary grants	£ 7,500
Friends Association	£ 2,000
Donations and fund raising events	£ 3,700

(After Williams and Howden 1985)

Critics may regard the comparatively small budget allocated to the programme by local authorities and Government agencies as further evidence of a national lack of commitment to conservation. Others see it as an incentive to develop community support for the project thereby establishing a continuing grass-roots commitment to the programme. For in order to foster community support benefits of the scheme must be felt locally. Outwardly at least this view is upheld by the scheme's supporters and by an examination of the accounts (Table 4.1) which shows how basic grants are bolstered significantly by local fund-raising efforts. But when salaries, vehicle operating costs and so forth (Appendix A) are considered the total budget for improvements is small and the shortfall in resources evidenced by repeated budget deficits year after year is still the most serious problem management has to confront. As a result energies have too often to be diverted to fund-raising exercises when they would be better expended in positive management of the coastline.

4.4 Staffing

Almost 50 people are now employed directly on the Heritage Coast programme. While many of these are temporary posts under MSC and Community Programme schemes the opportunities to gain work experience which has been afforded to hundreds of young people over the years has been an unforeseen bonus of the scheme.

The use of MSC and Community Programme labour does cause some problems however. One of these is that the quality of youths employed under the scheme is extremely variable and as a result many jobs are carried out to a poor standard and have to be redone at a later date. A more serious problem though is that there is no provision to carry out maintenance work under such schemes and this creates difficulties particularly now as many improvement works carried out in the early years of the scheme require maintenance or renewal.

Fig. 4.2 summarises the current staff arrangements. Work is overseen by the project officer and is carried out by wardens, MSC workers and volunteers. Private contractors are occasionally brought in for specific tasks.

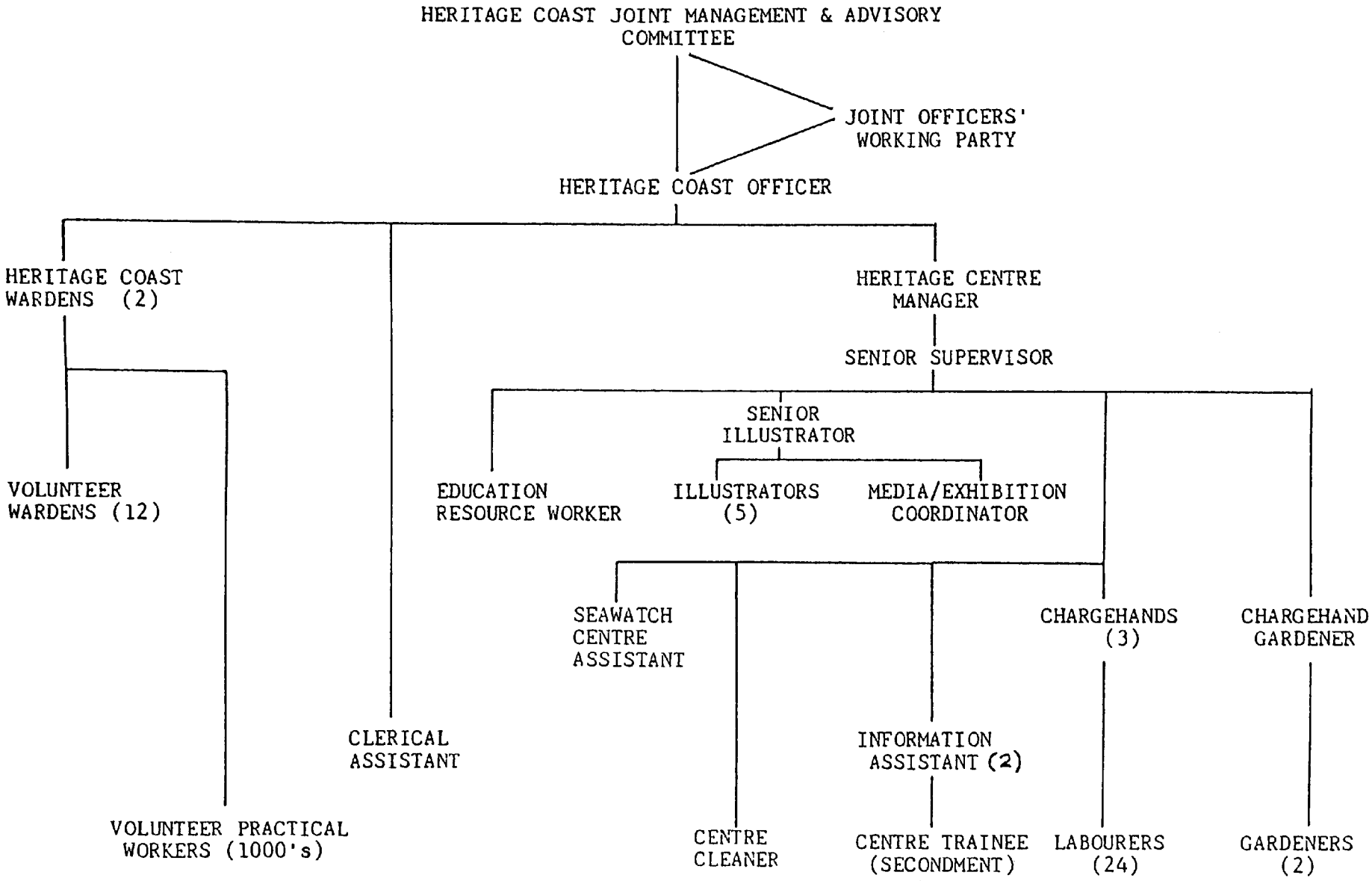

Fig 4.2

GLAMORGAN HERITAGE COAST STAFF STRUCTURE

The establishment of the Heritage Coast Centre has created a number of posts involved directly in its running and maintenance or in the increasingly important role of interpretation of coastal features for which an educational resource worker and a team of artists are now employed.

Unavoidably as the scheme has developed the Project Officer has become increasingly tied up with administration and the need for secretarial and other backup services has meant that he has become much more office bound. This has alienated him somewhat from day-to-day ground management along the coast and led to certain misgivings between the wardens and himself. However, the establishment of weekly meetings between the wardens and Project Officer have now ameliorated the situation.

4.5 Visitor Management

Along the Glamorgan Heritage Coast, the two most important issues with respect to visitor management are visitor safety along the Lias cliffs and recreational pressure on the dunes at Merthyr Mawr.

Cliff failure along the Glamorgan Heritage Coast claims one or two lives annually and has generated great concern. The cliffs are inherently unstable and their dangers are compounded by the rounded cliff tops which makes their approach from above hazardous. But it is visitors lying too close to their base who are most at risk. Large signs alerting visitors to the dangers of the cliffs have been erected in areas of high recreational use under GHC management. Despite their prominence their effectiveness is questionable for on hot days when visitor turnout is high it is possible to find many visitors lying close both to the cliffs and the warning signs.

But there are no other effective options open to management as the cost of major cliff protection works even if desirable would be exorbitant. Nevertheless, contrary to the wishes of the Heritage Coast Officer two attempts have already been made by Ogwr Borough Council to stem cliff failure. These have involved blasting the cliff face at Collugh Beach in an attempt to reduce the cliff gradient and jet spraying the cliff

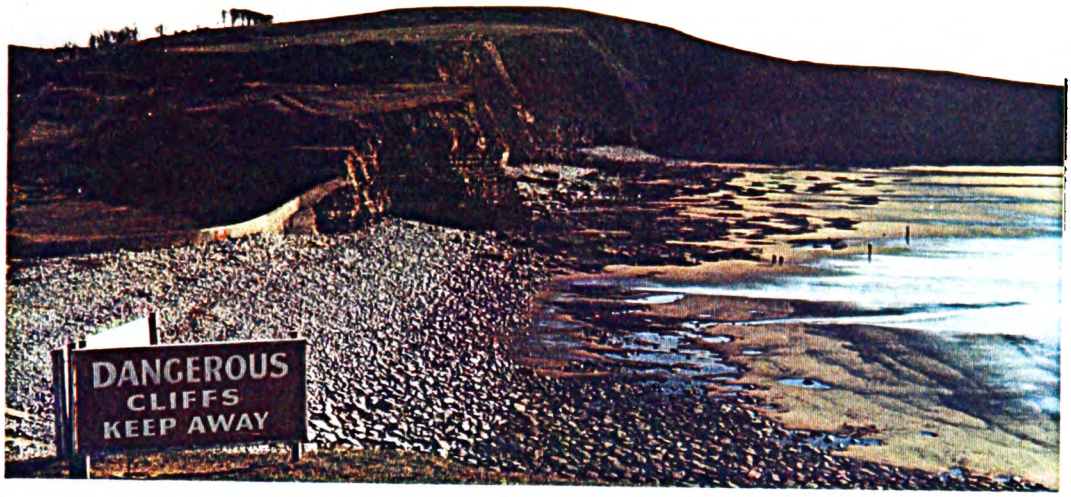

Plate 4.1 The Beach at Southerndown

Plate 4.2 Merthyr Mawr Dunes

face at Southerndown to remove loose boulders. If anything these actions have accelerated cliff erosion and failure rates (Williams and Davis 1979) and illustrate clearly the consequences of interfering with natural processes without an adequate understanding of their mechanisms.

In contrast to management of the Lias cliffs where visitor safety is the greatest issue, management of the sand dunes at Merthyr Mawr Warren and Newton Burrows is mostly concerned with damage to rare floral species from development pressure and excessive recreational use. In a report on Merthyr Mawr Warren (NCC 1980) the Nature Conservancy Council called for a greater management input for the area. Proposals have been put forward to designate the site as an NNR and discussions to this end are currently taking place between the NCC, Ogw r Council and representatives of the Merthyr Mawr estate who own the dunes. The need for greater protection has been demonstrated by recent proposals (now shelved) to run a sewage pipe across them and to develop part of them as a golf course.

Cullen (1982) drew attention to the need to gather field data as a means of ensuring that Heritage Coast programmes are cost effective. 'There is a real cost involved with the collection of this sort of data. However this cost is likely to be trivial when compared to what can be wasted if funding is continued on a programme which is not being effective' (Cullen 1982, p.66).

Most Heritage Coasts appear not to have initiated detailed survey work of this nature. In Glamorgan the Polytechnic of Wales Coastal Research Unit has established a number of projects on recreation and coastal processes but in the formative years of the programme no attempt was made to collect data on recreation patterns and erosion problems systematically. Consequently it is difficult to assess fully the impact which the Heritage Coast has had on the region - particularly its influence on visitor recreation patterns.

Neither is the need to gather such information promoted by the Countryside Commission. The difficulty of translating achievements under the scheme into a cost-effective analysis are great but as the

Commission's resources are very hard-pressed an effective means of assessing progress and efficiency of all the schemes it promotes would seem to be essential if correct decisions are to be made as to the direction in which resources are to be channelled in the future.

Another reason for collecting relevant field data became apparent when a planning inquiry was convened to consider development proposals for a new golf course to be established on the dunes at Merthyr Mawr Warren which is both notified as an SSSI and scheduled as an Ancient Monument. Conservation groups were quick to mobilise in the fight to safeguard the dunes. Their campaign was assisted by the availability of much detailed survey work on floral distribution, recreational vulnerability and archaeological significance prepared previously by groups including the NCC, Polytechnic of Wales Coastal Research Unit and the Glamorgan and Gwent Archaeological Trust. With the support of Ogwr Borough Council a sizeable dossier was soon gathered for presentation at the inquiry. A similar need for data may arise following a major landslide or other disasters including offshore oil spillages where remedial action needs to be taken urgently (Caldwell and Williams 1984).

Zonal policy for the GHC differs from most other Heritage Coasts in that there are only two recognised categories. These are Intensive Recreation Sites and Remote Zones. Four Intensive Recreation Sites or 'honeypots' exist, located at Ogmore-by-Sea, Southerndown, Col-huw and Nash Point, for which specific policies have been devised. All areas outside the 'honeypots' are treated as remote zones and limited facilities such as small car parks and picnic sites are provided where appropriate. Priority in such areas 'will be given to agriculture and ecological conservation. Vehicular access will not be encouraged and pedestrians will be limited to rights of way.' (GHC Plan Statement First Review 1984, p.4).

Such divisions between remote and intensive sites are based upon recreation patterns that were in existence prior to the inception of the GHC. The main influence of management has been to reinforce the difference between these zones through simple changes in access points and sign-posting that redirect visitors wherever possible away from sensitive areas. The effects also of eyesore clearance and improvement

works have been most felt within the 'honeypots' making them more attractive and increasing their carrying capacity. This has been particularly successful at Southerndown where car parking arrangements have been rationalised and expanded and the grounds and gardens of Dunraven Castle have been designated as a Country Park.

Countryside interpretation is an important element in the Heritage Coast concept and with the programme of improvement works now well under way the emphasis is shifting towards the provision of interpretative material. Intepretative tableaux explaining features of interest have been erected at several sites along the coast and a burgeoning series of leaflets describe self-guided walks and provide information on wildlife and geology. Apart from increasing the enjoyment of visitors, through providing services, management aims to increase public awareness of the Heritage Coast programme. Information and education thereby play a positive role in management.

The key to this interpretative role is the Heritage Coast Centre in the grounds of the Dunraven Estate. The Centre houses the wardens office, a small library and bookshop and has dormitory and catering facilities for weekend volunteers. Recent additions are an exhibition area and a video room. Most of the facilities provided were acquired cheaply or free of charge from local businesses. Conversion works were carried out by Mid Glamorgan Council. The building itself was provided by the Earl of Dunraven for a nominal rent of £35 per annum.

Good use is made of the Heritage Coast as an outdoor classroom. The facilities are well used by local school parties and the wardens give talks and lectures both on the coast and in various institutions on such aspects of the coast as botany and geology. The County Councils seem eager to involve the Heritage Coast more fully as part of their educational responsibilities. Mid Glamorgan County Council in particular have established an environmental education project in the Rhondda which has been developing links with the GHC and with the similarly-run Caerphilly Mountain Project and Kenfig Local Nature Reserve.

Plate 4.3 Simple improvement work on the coastal path above Col-huw Beach

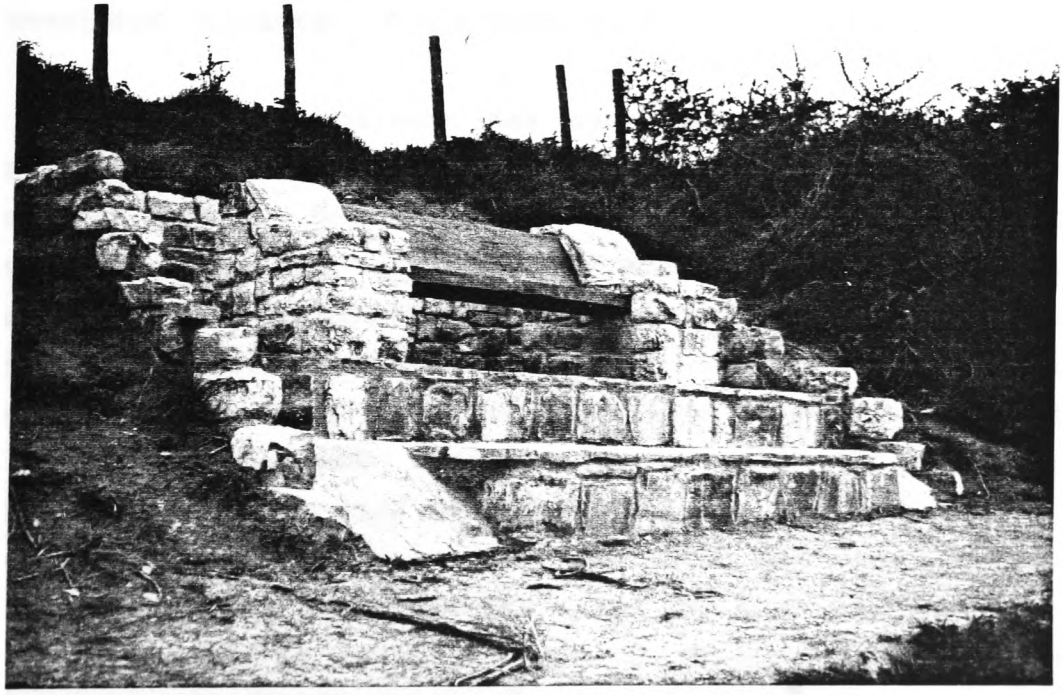

Plate 4.4 New seating provided above Col-huw Beach, built by workers on a Community Programme training scheme

4.6 Improvement and Maintenance Works

An impressive catalogue of practical works has been undertaken since the inception of the scheme, from simple landscaping and tree-planting to the improvement of footpaths and construction of car parks and fences. Eyesore-clearance in particular made an immediately-felt impact. Because some 26 different farmers and landowners had major interests within the GHC the project needed from its outset to win the confidence of the local community and much effort was put into projects which were of benefit to farmers such as the repair of stone walls and careful signposting of footpaths to avoid innocent trespass across farmland. This approach contrasts with that of the pilot scheme in Dorset where the greater visitor pressure and fewer farming and landowning interests allowed management to give a higher priority to interpretation than to improvement works.

The extent to which the coastline should be improved is an important issue. There is a delicate balance between providing facilities for visitors and making paths more amenable to the less able on the one hand while upholding the fundamental principle of conserving the undeveloped character of the coastline on the other.

By and large this balance has been held under the programme with improvement and maintenance works being largely confined to the 'honeypot' areas. However, on one or two sites such as Tresilian Bay, footpath and fencing 'improvements' have been carried out to a degree that is perhaps unjustified by either their usage or remote character. Part of the problem of over-development arises from the insistence of the Manpower Services Commission that work teams are only to be engaged on improvement schemes and are not to carry out maintenance work. Careful wording of task details can to a limited degree circumvent these stipulations but more often they tend to encourage further development where consolidation might be more appropriate. It also seems that there is a need for written guidelines on where development and improvement is and is not required and what form this should take. Apart from anything else footpath improvements make management

responsible for safety aspects of paths and the Countryside Commission now advocates a policy of providing no fencing except where there is a statutory responsibility to do so.

4.7 Voluntary Agreements

The most innovatory feature of the Heritage Coast programme has been the emphasis on persuasion and voluntary agreement in implementing management policy without recourse to statutory powers. This approach has been shown to work effectively and has encouraged the local community to become closely involved in a project which depends ultimately on their co-operation (Williams and Howden 1979). As the benefits of the scheme, such as eyesore-clearance and better visitor management have become felt a symbiotic relationship has developed between management and the local community. Community involvement rests on the fact that residents are not doing something for the councils but for themselves (the Us-and-Them syndrome).

The lack of statutory powers emphasises the ground management approach and was important in the early years of the programme in distinguishing between this and the more formal protective designation of National Park or AONB.

Experience gained in the pilot projects, particularly Glamorgan, has demonstrated the effectiveness of the voluntary approach in practical conservation programmes. By and large voluntary agreements made between GHC management and farmers and landowners have worked well to mutual benefit. Some difficulties have however arisen, such as the failure up till now to complete the coastal footpath.

Another difficulty was encountered early on in the scheme over proposed improvement works to the car parking and catering facilities at the popular Col-huw Beach. Although the landowner consented to the proposals the tenant of the cafe opposed them. The deadlock which followed was only resolved by South Glamorgan County Council undertaking a compulsory purchase order for the whole of the car parking and upper beach area. The long-winded, bureaucratic and costly procedure of compulsory purchase provides the only means available to

management for resolving such problems but can obviously only be undertaken where councils are sympathetic to the cause. Compulsory purchase is a drastic measure however and is too clumsy to be used in many situations for it goes against the grain of concensus management. Furthermore compulsory purchase can do little to curb the excesses of agricultural intensification.

It would therefore seem that a package of statutory protective measures should be drawn up to facilitate management particularly within those HCs lacking multiple designations, but which for the sake of consistency should be applicable within all HCs. These powers should commit local authorities to active support of all HCs within their boundaries and should enable management to rely upon effective control of all major land uses where these threaten the well-being of the coast. No powers should however be used except where all reasonable attempts at persuasion have failed.

CHAPTER FIVE

COASTAL CONSERVATION IN SOUTH EAST WALES

5.1 The Study Area

The extent of the study area is illustrated in Fig. 5.1. At the western end is the Gower Peninsula in West Glamorgan, an important tourist destination of considerable beauty and wildlife significance. Immediately to the east of Gower is the City of Swansea for whose inhabitants Gower is an eminently accessible playground. Hand in hand with this heavy recreation demand is the impact of development pressure on the peninsula to accommodate Swansea's growing population. Swansea is fortunate in having retained a fine sea front although the sands of Swansea Bay belie the heavily polluted waters and the beach is largely spurned in favour of the coves of Gower.

The eastern side of Swansea is heavily industrialised, dominated by huge chemical plant and Port Talbot Steel Works, between which is squeezed the town of Port Talbot. The towering chimneys and cooling towers of the steel works form a dramatic backdrop to the dune systems of Margam and Kenfig Burrows. On Margam Burrows there is now a boating reservoir and in the hills to the north-east lie the extensive grounds of Margam Country Park. Adjoining Margam Burrows are Kenfig Burrows where a Local Nature Reserve (LNR) has been established. A surrounding golf course provides a buffer between it and the resort town of Porthcawl. On the far side of Porthcawl are Newton Sands marking the western end of the Glamorgan Heritage Coast which provides a management commitment along the coast as far east as Gileston.

Beyond Gileston is the large power station and cement works of Aberthaw, Cardiff (Rhoose) Airport and further east still the town of Barry. The coast along this stretch is made inaccessible by the railway which follows a line close to the sea.

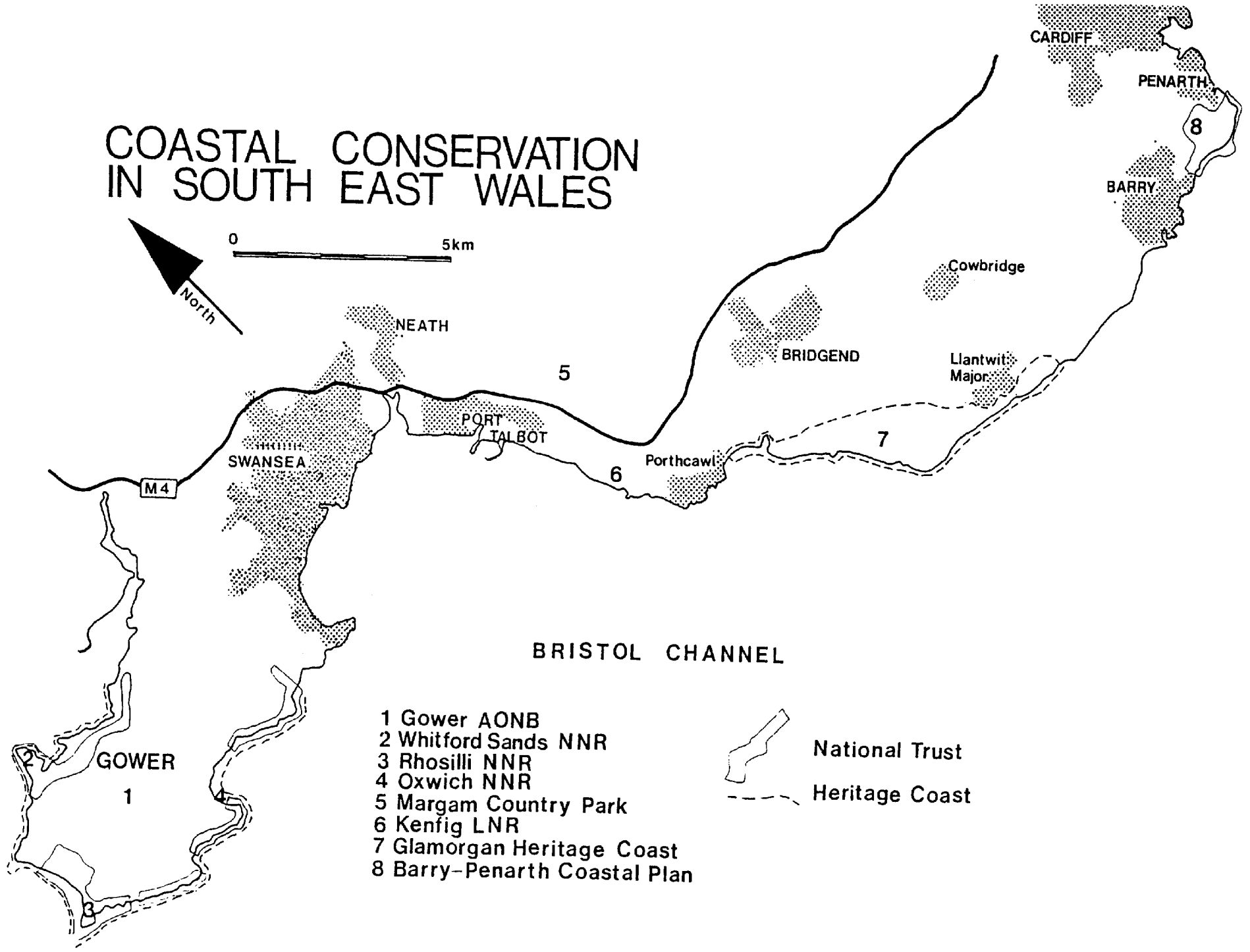
COASTAL CONSERVATION
IN SOUTH EAST WALES
0
5km
North
CARDIFF
PENARTH
8
BARRY
Cowbridge
NEATH
BRIDGEND
Llantwit
Major
5
PORT
TALBOT
SWANSEA
M4
Porthcawl
7
6
BRISTOL CHANNEL
GOWER
1
2
3
4
1 Gower AONB
2 Whitford Sands NNR
3 Rhosilli NNR
4 Oxwich NNR
5 Margam Country Park
6 Kenfig LNR
7 Glamorgan Heritage Coast
8 Barry–Penarth Coastal Plan
National Trust
Heritage Coast

Fig 5.1

Following designation as a Rural Recreation Area in the South Glamorgan Structure Plan (1980) the coastline between Barry and Penarth has been made the subject of a Local Plan by the Vale of Glamorgan Borough Council and has been declared a coastal conservation area. This stretch of coast is bounded by a low line of cliffs occasionally rising to 45m. Its geological significance is reflected in the SSSI designations of the greater part of Sully Island and also of the coast between Sawbridge Bay and Lower Penarth.

However, the coast lacks the remote qualities of the Glamorgan Heritage Coast. Permanent caravan and chalet sites have been established on the cliff tops, which during peak periods accommodate up to 2000 visitors per day (Vale of Glamorgan Borough Council, 1980) and its proximity to Barry, Penarth and Cardiff makes it very much part of the urban fringe. In addition to the coastal frontage Cosmeston Lakes Country Park has been established some 2 miles inland on previously derelict land and the Local Plan provides for the management of this and adjoining open areas as part of the Rural Recreation Area.

5.2 The Gower Peninsula

On Gower Peninsula, west of Swansea, Britain's first AONB, conservation would appear to have a strong footing. Most of Gower's coastline is designated as Heritage Coast and the NCC have a strong commitment in the area with three National Nature Reserves designated on the coast between Rhossili and Oxwich and a further 21 SSSIs. In addition the National Trust own substantial tracts of the coastline and seventeen of the Glamorgan Trust for Nature Conservation's 42 reserves are scattered around the peninsula. In total these amount to a considerable degree of protection yet the small area within which all these groups have to operate makes co-operation between them vital. West Glamorgan County Council give full recognition to the conservation value of Gower in their Structure Plan (1980). Their policy document 'A strategy for Gower', now out of print pending publication of an amended plan is a positive response to provide protection for this heavily used coastline.

Plate 5.1 The Gower Peninsula: Rhossili Bay

Plate 5.2 The Gower Peninsula: Worms Head

In addition to its close proximity to Swansea which makes it a readily accessible day trip destination for a large urban population of over 1.25 million its attractiveness lures many summer holidaymakers. Completion of the M4 motorway has put Gower within 2 hours drive of 18 million people; during peak summer months day-trippers number 50,000 per day with an additional 30,000 long-stay visitors (Bridges 1986). Much of the responsibility for management of Gower lies with Swansea City Council which has a Heritage Coast assistant and is hoping to appoint a Gower Officer shortly. At present management decisions relating to Gower are taken by an informal group of officers from the planning departments of Swansea City Council and West Glamorgan County Council.

Although most resources are directed to the coastline where recreational use is greatest, for management purposes there is no distinction between the designated Heritage Coast and the remainder of the AONB. However the Heritage Coast designation is recognised within the County Structure Plan and it is proposed to establish a zonation policy for the whole coastline in accordance with Heritage Coast principles. Joint management with the National Trust already takes place on the cliffs between Rhossili and Port Eynon.

The County Structure Plan (1980) notes that protection of natural beauty will be the primary objective of AONB management and recognises Gower as the priority area in the County for countryside management. Attempts have been made in the Structure Plan to encourage new recreational facilities in the east of the county as a positive counter-attraction to the Gower Peninsula. Of these the most significant is Margam Country Park.

While ground management of Gower at local authority level is still in an embryonic stage a positive development has been the Gower Field Education Project which has also united conservation interests in Gower. The project was established in 1976 by West Glamorgan County Council and the NCC as a joint venture, with West Glamorgan County Council providing a teacher and the NCC giving over the Oxwich Reserve

Centre as a base with classroom facilities. In addition to its role as a day field centre, the project also aimed to co-ordinate field studies for the whole peninsula.

The project has proved to be a great success and has flourished under a local authority committed to countryside conservation and conservation bodies with an enlightened approach to visitor management.

By 1982, 25,000 schoolchildren had made use of the centre and over 40 schools and colleges now make regular use of the service. Much work remains to be done in the development of hides and other facilities but despite cutbacks in resources commitment to the project is unswerving.

In the past, site preservation and the use of NNRs as outdoor laboratories have been the overriding concerns of the NCC with respect to the management of NNRs. Recently increasing emphasis has been placed on the need to cater for visitors. Oxwich has become the foremost NNR within the South Wales Region and is now in the process of maximising the use which visitors can make of the reserve within the constraint of safeguarding site diversity.

The site covers 270 hectares and incorporates a wide range of habitats from freshwater marsh to sand-dune and woodland. Most of the site has free access with the notable exception of the freshwater marsh which is greatly restricted and the enclosure of the less stable dune areas.

Most of the reserve is owned by the NCC but parts of it are held on a lease arrangement or formal nature reserve agreement. The car park area is beyond NCC control and revenue from car parking charges is not therefore ploughed back into the reserve. A consequence of this is that the car park area is an obtrusive eyesore which is unfortunate in an otherwise beautiful bay.

The reserve is staffed by a warden and an assistant helped by a four-man MSC scheme to carry out maintenance work. The reserve centre is utilised as a classroom for 10 months of the year under the Gower

Field Education project and a teacher working from the centre is employed by West Glamorgan County Council for this purpose. A clerical officer is also employed at the centre.

Facilities laid on for visitors to the reserve are limited. Various leaflets and guides have been prepared covering introductory and more advanced features of the site and a series of excellent information boards has been erected outside the centre. There are also two nature trails though they may be scrapped in favour of less formal exploratory devices.

Many visitors to the site come only for recreation on the foreshore, unaware or heedless of the functioning of the NNR. There is no attempt to discourage such use though, wardening of the dune enclosures is necessary to stop trespass. For this category of user the information and educational services provided at the centre would seem to lack the stimulus needed to encourage them to become interested in the ecological value of the reserve (Hughes 1986b).

In the past the attraction of the foreshore has kept the majority of visitors away from the reserve. This has been in the best interest of the site but at the same time suggests that encouraging greater use of the reserve would not result in its being inundated by visitors. Although access to most parts of the reserve is unrestricted, the problem remains of whether the identified need for greater visitor facilities can be reconciled to the maintenance of site interest and diversity (Hughes 1986b). It is a problem which can only be resolved by a site-specific approach with careful monitoring of visitor patterns and site degradation over a phased introduction of improvements. It is this need to which management is now addressing itself.

The National Trust has a considerable land holding (over 2000 hectares) in the Gower Peninsula and like the NCC is therefore prominent in its management. A warden is now employed to manage the Gower property and is presently engaged in formulating a management plan for the area in which landscape conservation will assume a priority. While the Trust is exclusively responsible for managing its own property there is considerable co-operation between it and the various other conservation

bodies also at work within the area. The need for such close links is fully accepted if only because in many instances the Trust does not control (those all important) points of access thereby making liaison with other bodies essential. The Trust is presently involved with local authorities and the NCC in drawing up a new management strategy for the Gower.

The Countryside Commission provides 50% of the cost of funding for the warden and similarly meets 50% of the cost of many management projects. The Commission also provides assistance with major land acquisitions. Practical improvement works are undertaken with MSC labour worth about £30,000 per annum. Future developments include the preparation of site-specific management plans and establishing the role of Rhossili Visitor Centre as a major interpretative base rather than its previous function as a gift shop. This reflects the growing concern the Trust has with countryside management and the need to promote visitor awareness.

5.3 Cosmeston Lakes Country Park

Established on the site of old quarry workings in 1975 Cosmeston Lakes Country Park has been successful both as an exercise in land reclamation and as an attempt to provide recreational facilities catering for the large nearby population of Cardiff and its environs. The park is funded jointly by the Vale of Glamorgan Borough Council and South Glamorgan County Council and receives grant support from the Countryside Commission. In the financial year 1987/88 the Commission contributed a 25% grant towards the wardens salaries which amounted to £5670. Vale of Glamorgan Borough Council is responsible for day to day administration of the park and the appointment of wardens. Currently the staff consists of a warden and assistant warden. An MSC scheme employing about 14 youngsters is currently engaged on an archaeological dig and the reconstruction of a medieval village in one corner of the site. Gross expenditure is estimated at £71,450 for 1987/89. Total income including grant aid is estimated at around £6000.

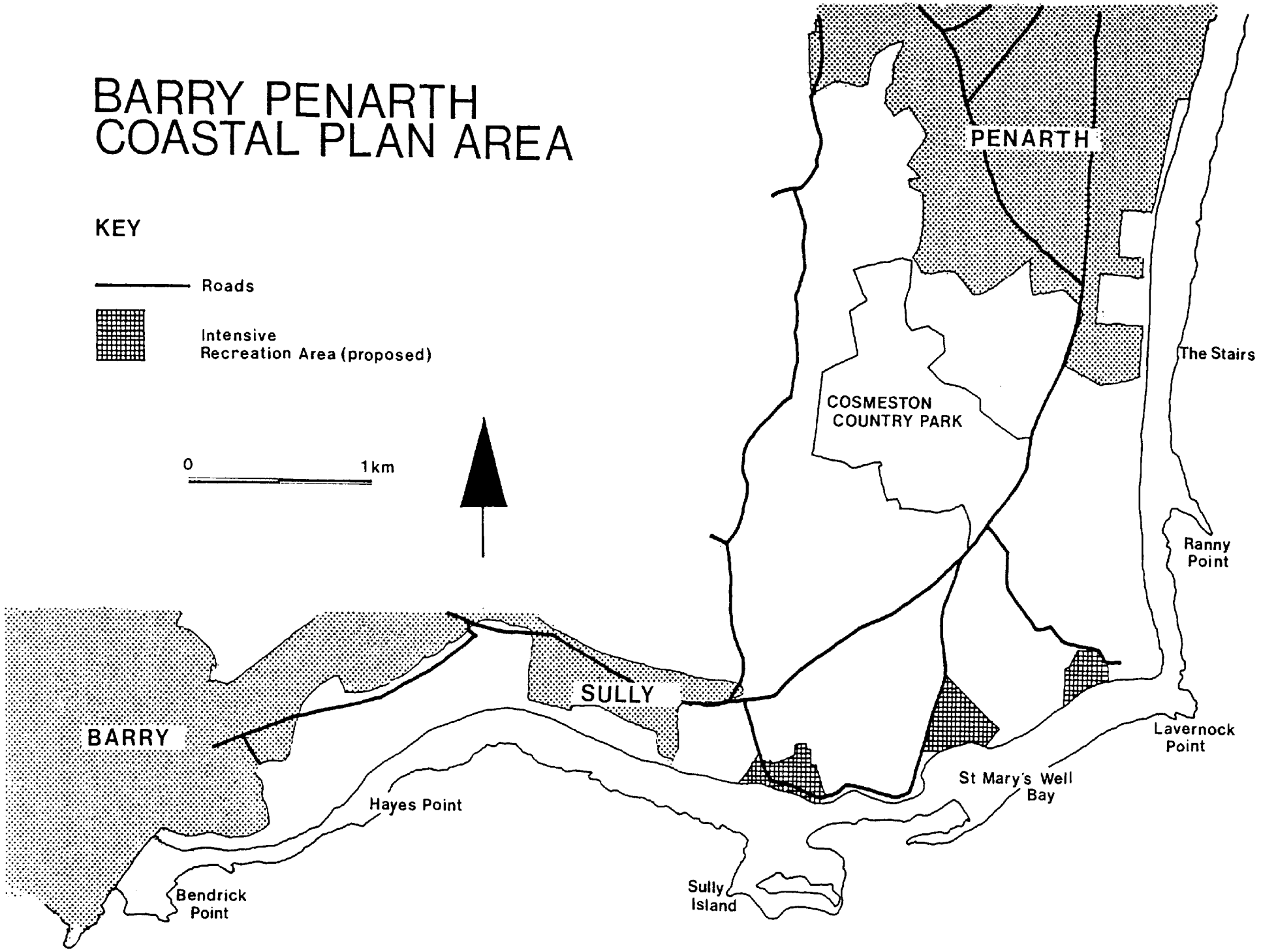
BARRY PENARTH
COASTAL PLAN AREA
KEY
Roads
Intensive
Recreation Area (proposed)
0
1km
PENARTH
The Stairs
COSMESTON
COUNTRY PARK
Ranny
Point
SULLY
BARRY
Lavernock
Point
St Mary's Well
Bay
Hayes Point
Bendrick
Point
Sully
Island

Fig 5.2

The park contains two lakes, one set aside as a wildlife sanctuary and the other used for boating and swimming and it is this that provides the main attraction with most visitors tending to congregate around the shores. Nonetheless the remainder of the site is of considerable wildlife interest and it is likely that selected areas may shortly be notified as SSSIs.

Despite the relatively straightforward administrative set-up management has suffered as a result of antagonisms between the two council departments responsible for it. This has resulted in the loss of a £35,000 Countryside Commission grant toward the improvement of toilet and office facilities at the site, through a failure of the two councils to commit sufficient funds of their own to the cost.

In accordance with Countryside Commission stipulations, a management plan for Cosmeston has been drawn up by South Glamorgan County Council with assistance from Vale of Glamorgan Borough Council. Now that reclamation of the land is complete and the Park boundaries have been fully established with access to all areas the proposals within the plan have been largely executed.

Community and volunteer involvement is limited although school groups do use the site for wildlife project work.

Proposals contained within the Barry-Penarth Local Plan (Vale of Glamorgan BC 1983) to extend the wardening of Cosmeston into the wider countryside and Coastal Conservation Zones have not been implemented and a management commitment to these zones remains sadly wanting.

In effect then despite detailed public discussion and formal adoption of the Local Plan in 1983 the areas set aside for recreation and conservation remain planning designations only, with the exception of Cosmeston Lakes Country Park. While this may be able to stem the pressure for development in the absence of on ground management, further despoilment of the area as a result of intensive recreational use seems inevitable. Ironically a statement in the Barry-Penarth Coastal Plan notes 'The cost of providing such facilities in the future

Plate 5.3 Barry-Penarth Coastal Plan Area: View towards Penarth from Ranny Point

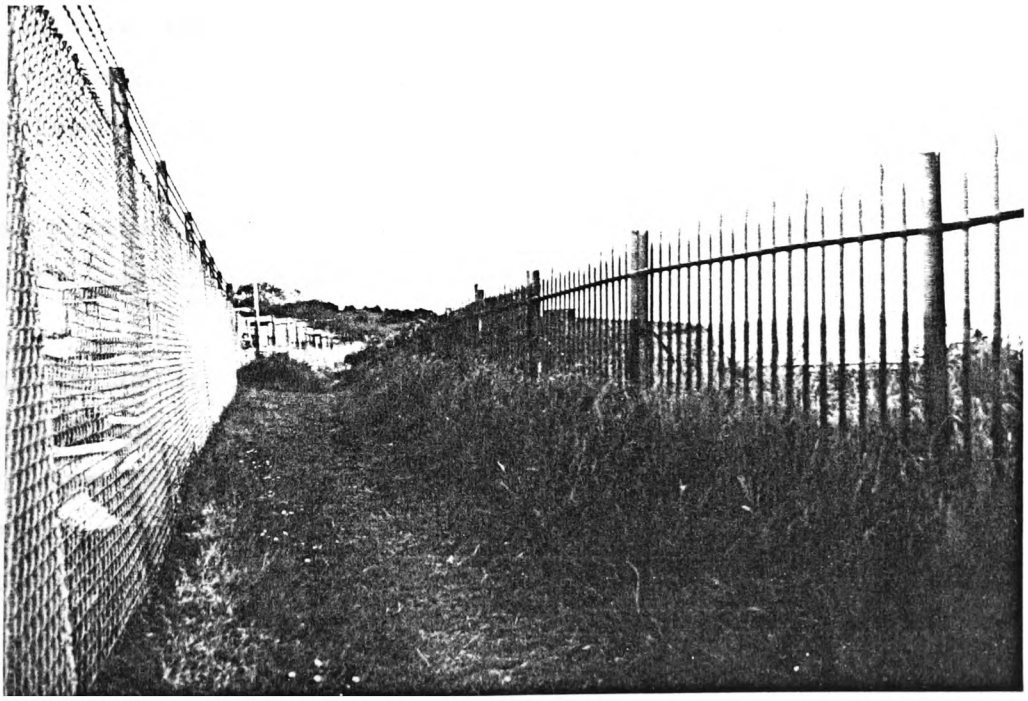

Plate 5.4 Barry-Penarth Coastal Plan Area. The cliff-top path above Lavernock Point demonstrates the common problem of chalet and caravan site development on this stretch of coast.

will never be less than that of doing so today' (Vale of Glamorgan BC 1983, p.1). It seems likely therefore that the Barry-Penarth Coastal Plan represents an opportunity lost.

5.4 Margam Country Park

Margam Country Park established in 1976, is an ambitious venture with the aim of promoting recreational and leisure pursuits for both locals and tourists. The Park is administered by West Glamorgan County Council and receives grant support from the Welsh Tourist Board, Countryside Commission and the EEC. The site covers 350 hectares and in 1983 attracted over 250,000 visitors (Welsh Tourist Board 1986). More recently this figure has been declining. In 1986 177,000 visitors visited the park and in 1987 this fell further to just over 104,000 (source West Glamorgan County Council).

The available budget of £700,000 per annum puts Margam Country Park head and shoulders above all other schemes in the study area in terms of resources. Of this sum over £250,000 is derived in income from visitors; this includes the levy of admission charges. The remainder is made up by the County Council and grant aid. Twenty-six full-time and twelve part-time staff are employed and the workforce is supplemented by 40 YTS and 30 CP workers.

The administrative structure is straightforward as West Glamorgan County Council assumes full responsibility for management of the Park.

Attractions include a maze, sculpture park, farm trail. Numerous other recreational activities are catered for e.g caravan rallies and pony-trekking and rangers provide a full programme of guided walks. A visitor centre housing offices, a theatre, a cafeteria, toilets and a shop has been established in Margam Castle in the middle of the park.

In addition to the developed recreation sites the park also contains substantial tracts of woodland, part of which is managed by the Forestry Commission. All this amounts to a substantial inducement for visitors and widespread promotion of the Park is seen as the basis for fulfilling the management aim of providing a recreational outlet for

tourists and locals. As such it is likely that the park generates its own support rather than acting as a relief of visitor pressure in more ecologically sensitive areas such as the Gower and Glamorgan Heritage Coast. By contrast the low key approach of Cosmeston Lakes Country Park is much more likely to serve this function though in the general absence of visitor surveys such conclusions remain conjectural.

The two Country Parks considered here, Margam and Cosmeston Lakes, differ substantially, to the extent that the management of Margam Country Park is wholly incompatible with the ethos of Heritage Coasts, for instance, while Cosmeston although established for recreational use is a more typical countryside management programme. That both these schemes are supported by the Countryside Commission is not surprising as a recent statement notes 'The Commission has promoted the assistance it can offer but has not done so in a rigid programmed fashion. Assistance has therefore been sensitive to local perceptions of need and opportunity. In consequence the pattern of provision of Country Parks . . . varies quite considerably from region to region and from county to county.' (Countryside Commission 1986, p.7)

5.5 Kenfig Dunes and Pool Local Nature Reserve

Between Port Talbot Steelworks and Porthcawl lies a sand dune system covering approximately 600 hectares. The western area of dunes is known as Margam Burrows and is dominated by the steelworks while the eastern end, known as Kenfig Burrows is a remote dune system which incorporates also a freshwater pool. It is the Kenfig Burrows which afford the greatest wildlife interest and a large part of them, right down to the shore, have been designated as a Local Nature Reserve. The reserve, established in 1978 is comprehensively managed by Mid-Glamorgan County Council which employs a Project Officer responsible for its day to day management. Total funding from the council amounts to some £30,000 per annum.

The lease for the reserve is held by the council and the project is run by a management committee comprised of officers of the council's Planning Department. The Project Officer is assisted by a warden who is supported on an MSC scheme. A recently prepared management plan (1986) is awaiting council approval.

Education is seen as an overriding priority of the scheme, raising awareness amongst local people and visitors in the wildlife interest of the area.

A number of bodies have interests in the area, particularly the NCC which provided grants for salaries in the early years of the scheme and contributed £5000 towards the centre.

Although designated as a Local Nature Reserve, the site still fulfils an important recreational role. Kenfig Pool, for instance, is used both for fishing and canoeing while a local gun club has the shooting rights for the dunes. This latter activity particularly would appear to be hard to reconcile with the conservation of the site but the club respects the views of the warden and its members behave accordingly. The success of the management approach in this respect shows that the principles of conservation can still be met whilst enabling the site to accommodate a number of potentially conflicting recreational pursuits. It is probable that without a management presence to curb the excesses of all users and minimise disturbance to sensitive areas the site would rapidly deteriorate. Although recreation on the site is not promoted its importance for this purpose is clearly recognised and as such is planned for.

Community involvement in the programme has been developed through a Watch Club for youngsters and by arranging talks and guided walks. Volunteers have been encouraged to take part in the scheme and the centre is now able to open on weekends, when visitor use is highest, as a result of volunteers providing the necessary staffing.

Links with other schemes in the region have been developed on an informal ad hoc basis as a result of contact between wardens of the various schemes. There seems to be little attempt to develop such contacts at higher levels particularly across county boundaries.

Since its inception in 1978 the scheme has demonstrated how the conservation interest can be safeguarded. Simple parameters such as the successful breeding of great crested grebes and mute swans since the introduction of the wardening service are useful indicators of its success. On a more practical level there is now less flower picking; motor-bikes and horses are effectively controlled and limited improvements to the car parking area have increased the capacity to 420 cars.

As the scheme has become better known visitor usage has increased and although attempts have been made to attract visitors to the site this has been done in a low-key fashion in a way that attempts to develop local interest and understanding of the significance of the site and the need to conserve it.

Coastal erosion, though recognised, is beyond the financial means of the scheme to counteract and is manifested in the disappearance of finer beach material over the years. Elsewhere dune erosion is not a great problem and light visitor trampling is often of benefit to many species of flora particularly orchids.

5.6 Glamorgan Heritage Coast

Management and day-to-day running of the Glamorgan Heritage Coast (GHC) was discussed in Chapter 4. It is in many ways one of the most important and certainly the most influential of the conservation schemes operating within South Wales. As a pioneering project GHC has pointed the way to a low cost voluntary approach to management to accommodate recreational pursuits and conserve wildlife (Williams and Howden 1979).

The experience Mid Glamorgan County Council acquired as a result of its involvement in the GHC was directly responsible for the subsequent establishment of Kenfig Dunes and Pool LNR and further inland, the Caerphilly Mountain Project. Vale of Glamorgan Borough Council too in the Barry-Penarth Coastal Plan acknowledges the influence of GHC (Vale of Glamorgan Borough Council 1980).

With the exception of Margam Country Park, the GHC commands the biggest operational budget (£110,000) of any of the schemes in the study area. This has enabled management to carry out a large programme of improvement and maintenance works despite the fact that the annual contribution of each of the four councils involved in its administration is only £8000. Most funding comes from the Countryside Commission whose present policy is to provide 50% grant aid for all countryside improvement schemes. Formerly the Commission made higher contributions for favoured projects such as country parks which received 75% grants (Green 1982). It was for this reason that the grounds of Dunraven Castle within the GHC were given country park status. While to visitors there is no distinction between this and outlying areas (except that along with other key sites it is managed for intensive recreation) its designation serves a bureaucratic purpose to attract funds. Country parks therefore may be founded on very different tenets. At Dunraven the designation is lost (on the ground at least) to the encompassing one of Heritage Coast. By contrast Margam and Cosmeston country parks both have strong identities as informal recreation areas and aim to relieve pressure on more sensitive 'honey-pots' nearby. This serves to highlight the complicated and frequently confusing system of countryside conservation designations.

5.7 Glamorgan Trust for Nature Conservation

The Glamorgan Trust for Nature Conservation controls over 40 reserves with a total land area of about 525 hectares spread throughout the counties of West, Mid and South Glamorgan. While many of these are inland they do look after a number of coastal sites, particularly in the Gower and are further involved in coastal conservation through their active support of other schemes such as the Kenfig Dunes and Pool Local Nature Reserve and the Glamorgan Heritage Coast. They also

co-operate closely with the NCC in many of its wildlife projects, such as bat surveys, and its members may act as wardens for many small SSSIs which the NCC could not reasonably expect to cover without a large increase in staff levels.

The Trust works from a small administrative/visitor centre near Aberkenfig. There is only one full salaried appointment - the Trust Conservation Officer - who is supported by a small MSC team the majority of whom are practical workers.

Reserves may either be owned outright or leased on a long or short term basis. A number are recognised SSSIs and these receive support from the NCC towards their maintenance. Every site has a volunteer warden appointed to it and in over 50% there is provision for public access.

Although the stated objective of the Trust is 'to develop and improve the capability for practical wildlife conservation and protection' (Glamorgan Trust for Nature Conservation 1986, p.1), the Trust rerecognises the need to provide an educational/interpretative service for visitors and to this end is planning to appoint an educational officer and establish an interpretative centre in the Gower.

The Service which the Trust provides for the local community is essentially the conservation of small areas of land whose wildlife value though significant does not merit their protection as SSSIs. Indeed there is now a general policy of increasingly extending tenureship to such areas rather than those of greater national significance.

Grant support comes from a number of sources. The NCC, for instance provided over £4000 towards specific projects in 1984/5. Local authorities also provide a source of income although amounts vary from council to council. Grant support from Mid Glamorgan County Council tends to be good. Support from West and South Glamorgan County Councils is generally less readily forthcoming (Glamorgan Trust for Nature Conservation 1986). Councils may also give support in kind, by making favourable terms available for sites on council land such as Tremains Wood in Mid Glamorgan.

Regionally the Trust fulfils something of a watchdog role for conservation interests and is able to take an independent line where necessary. At the recent (1986) Merthyr Mawr Planning Inquiry, for example, the Trust provided its own submission against the proposals.

Sites are surveyed and managed according to their perceived needs. There is no overall strategy for acquiring sites, acquisitions being made as and when land becomes available on suitable terms. Similarly there is no specific coastal policy although great importance is attached to Trust-held land in the Gower.

CHAPTER SIX

A SURVEY OF THE STATE OF DEVELOPMENT OF HERITAGE COASTS

While the designation of 29% of the coastline of England and Wales as Heritage Coast may appear to be quite an impressive achievement it is only a first step towards safeguarding the coastline. For the Heritage Coast concept depends on practical management and until a management programme is established each designation remains no more than a label and affords little protection to the scenic qualities for which it was chosen.

Fifteen years since its inception have shown how successful coastal management of this nature can be when it is responsibly undertaken. But despite the successes there is still a feeling of ambivalence towards the scheme amongst many councils. As a result, whilst some coasts have both a management plan and a Project Officer, others remain merely as proposals.

Information contained in this chapter is derived principally from questionnaires (Appendix B) circulated to relevant council departments. These have been supplemented by management plans where these were available and by interviews and telephone conversations with responsible officers.

What follows is a summary of the features, problems, extent and nature of the management approach for each Heritage Coast. It was originally intended to categorise each according to its status: eg those with both a Project Officer and a management plan, those with an officer but no plan and those without either. The situation in fact proved to be more complicated than was first anticipated. Some Heritage Coasts, for instance, are managed at least in part by voluntary bodies such as the RSPB and the National Trust. It has therefore been decided to consider each coast working from the north west of England in the order in which they appear in Fig. 6.1.

HERITAGE COASTS IN ENGLAND AND WALES

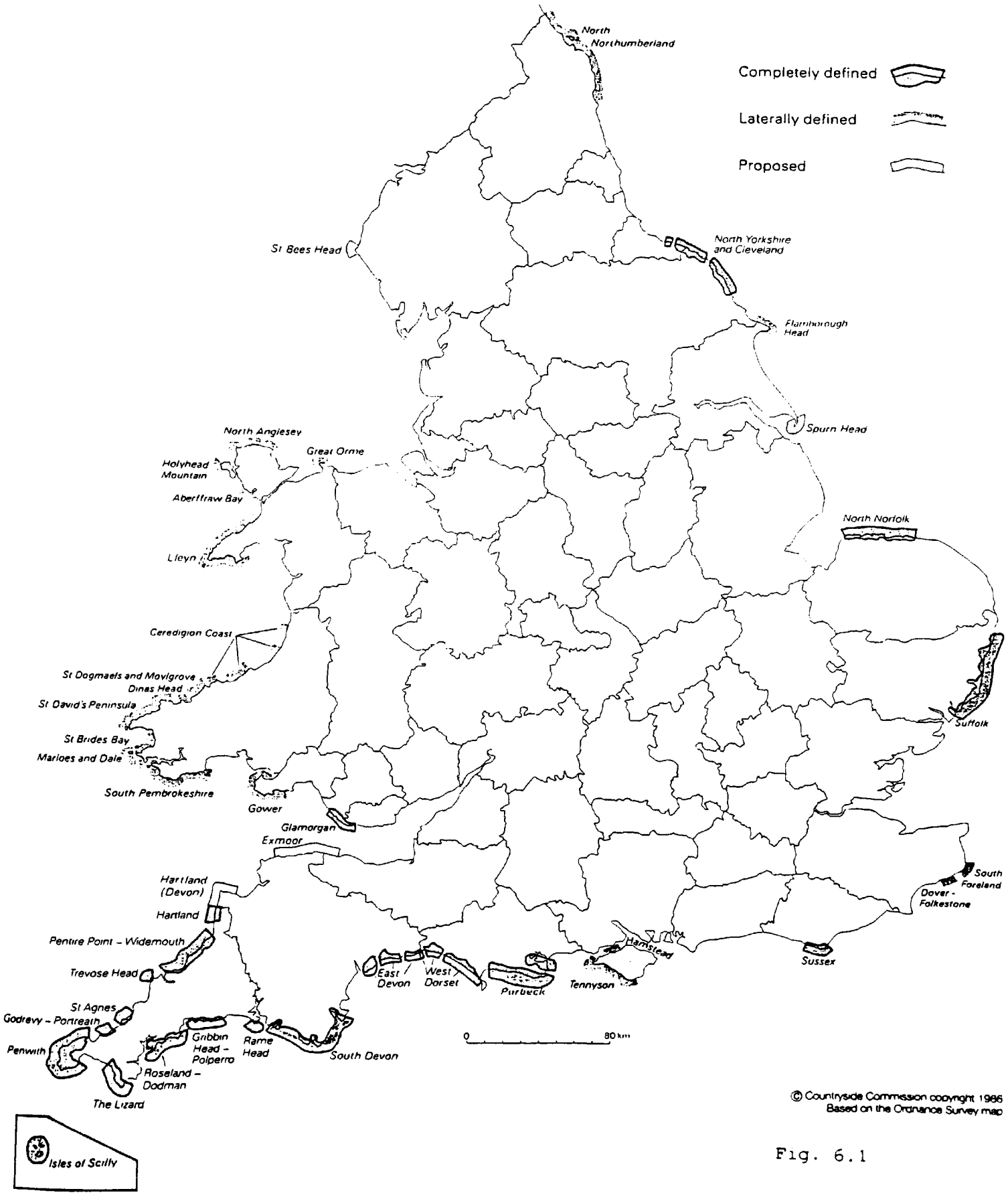

Fig. 6.1

St. Bees Head - This was one of five Heritage Coasts listed by the Countryside Commission in 1986 as being only a proposal (Fig. 6.1). It is a short length of coast (6.8km) but is the most significant feature of the coastline between the Solway and North Wales (Coastal Heritage 1970).

To date (March 1987), no management plan has been prepared. The area of land covering the Heritage Coast has been delineated and agreed upon at officer level by Cumberland County Council and Copeland District Council. The Countryside Commission has yet to examine and agree the joint proposals.

As its boundaries fall almost exactly on an SSSI site and a smaller area controlled by the RSPB, a limited degree of conservation management does already take place. Beyond this, neither District nor County Council has any policies for the St. Bees Head Heritage Coast at present.

Great Orme - The Great Orme Heritage Coast is part of a Carboniferous Limestone headland that attracts large numbers of visitors from all over Britain. The defined coast is 7km long, 0.5km of which is developed. The whole headland has been designated as an SSSI and contains much of biological and geological interest. Aberconway Borough Council and Mostyn Estates own most of the land.

Agreement between the Countryside Commission and Aberconway Borough Council led to its designation as a Country Park and a management programme was commenced in 1980 following the appointment of a warden. As a further conservationary measure, the headland was designated as a Local Nature Reserve in 1981.

Visitor pressure is quite intense (over half a million people visit the Great Orme each year) and it is the aim of management to accommodate these large numbers of people whilst preserving the quality and scientific interest of the area.

Anglesey - Five separate stretches of the Anglesey coast have been designated as Heritage Coasts. Between them they account for 40km of the total 200km of coastline of Anglesey and Holyhead. In 1982, the Isle of Anglesey Borough Council appointed a Coastal Project Officer and adopted a coastal management plan for the Isle of Anglesey. The project was initially to run for a 5-year trial period (up to 1987), but has now become fully established following its initial success.

Almost all the Anglesey coastline has been designated as an AONB, but prior to 1982 management of the coast was largely restricted to the important National Nature Reserve at Newborough, and to the cliffs at South Stack. In 1982 the Borough Council and the Countryside Commission as a joint venture, embarked upon a management initiative that extended to the whole coastline. Thus although the Heritage Coasts on Anglesey appear as separate entities on the Countryside Commission map (Fig. 6.1), the entire 200km of coastline is effectively just one Heritage Coast under the jurisdiction of the Isle of Anglesey Borough Council.

This small island, under one local authority, provides a discreet setting for successful conservation and coastal management. The inland boundary which generally follows that of the AONB delineates a sizeable proportion of the island under the coastal management project. Managing such a long coastline is a formidable if not daunting task. It is quite different from any other Heritage Coast in Britain in this respect, but appears to have adapted the guidelines for Heritage Coasts given by the Countryside Commission particularly well to produce a practicable management plan. The plan emphasises the importance of bridging 'the gap between the present management of the AONB on Anglesey and the management of the National Parks' (A Coastal Management Plan for Anglesey, 1982, p.18).

Inevitably, by managing a complete stretch of coast, the project encompasses a number of developed areas. Three major industrial plants, a nuclear power station, an aluminium smelter and a bromine extraction plant fall within the coastal zone. Furthermore, nearly two thirds of the island's population lives within the adopted coastal management boundaries. Tourism is a growing industry on the island and

most tourists base their holidays on the coast. The majority come from the large conurbations in the north west of England. Completion of improvement works to the A55 road currently under way is likely to increase this demand. Therefore, in addition to the conflicting interests of agriculture, conservation and local residents that are present in the GHC, the Isle of Anglesey project has also to face pressures from industry and tourism. Whilst the Borough Council regards tourism as a potential growth industry for the Island, the avowed policy is to derive economic benefit for as many residents as possible within the constraints imposed by the available natural resources upon which the industry is based. Active promotion of tourism is undertaken by the Borough Council but in a planned and coordinated manner that aims to draw visitors away from sensitive areas where possible.

In order to manage the coast, a five-tier zonal classification has been adopted instead of the three zones (intensive, transitional and remote) identified in The Coastal Heritage (1970) and described earlier. The five zones are:

a) Intensive
b) Transitional
c) Remote
d) Sensitive
e) Promotional

The intensive, transitional and remote zones are similar to those found in other Heritage Coasts. Sensitive areas are those particularly vulnerable to disturbance such as might be caused by the usual recreational pursuits. Management policy for these zones is to restrict access and deter damage where possible.

Promotional Zones by contrast are areas perceived as being suitable for increased recreational activity and capable of relieving pressure on overcrowded and sensitive areas. These may subsequently be designated as Country Parks and thus possibly include inland areas.

Because of its great length the management of the Anglesey Coastline is more akin to the coastal Pembrokeshire National Park than to other Heritage Coasts. However, the Borough Council does not have the resources to manage the entire coast comprehensively. To resolve this difficulty, it has adopted two approaches. In the first instance it has defined priority areas on the following basis:

i) Heritage Coasts, because of their national importance.
ii) Areas where there is very intensive recreational use.
iii) Areas of historical importance or where there is unrealised recreational potential.

In such priority areas the usual activities and aims of Heritage Coasts will be given emphasis, to demonstrate to local residents and visitors alike that the coast is cared for, and to increase their awareness of it.

The second approach adopted is one of flexibility towards all other areas to meet and manage changing demands for coastal resources as and when they arise. This flexible approach is used to counter deleterious effects arising for instance from visitor pressure at specific points or to instigate improvement schemes where local community interest is high.

A local Advisory Committee has been established and includes representatives from the Farmers' Union of Wales, National Farmers' Union, Country Landowners' Association, National Trust, Countryside Commission, Nature Conservancy Council and CPRW. The Committee has the task of overseeing the project, monitoring progress and advising the coastal project officer. It is responsible to the District Planning Committee. When a major project is to be promoted within a specific Community Council area the Chairman of that Council will be co-opted on to the Advisory Committee for a specified period. Representation on the Advisory Committee thus gives a balanced forum between conservation and agriculture and allows for local representation through the involvement of Community Councils.

The inclusion of the National Trust on the Committee is a recognition of the considerable amount of coastal land they own on Anglesey, largely acquired through their Enterprise Neptune campaign. The Management Plan states that the aims of the Trust are 'very much in line with those of the coastal project'. (A Coastal Management Plan for Anglesey, 1982, p.12). National Trust representation on the Advisory Committee therefore enables the management initiative to incorporate those lands owned by the Trust into its plans, whilst the Trust for its part, receives a coastal management programme that has the back-up of the District Council.

An Officers' Working Party has also been established to draw together the council departments having a bearing on the coast in order to prevent an overlap or clash of interests. Discussions between other non-represented groups such as the Welsh Tourist Board, Welsh Water Authority and Gwynedd Council and the Officers' Working Party and Advisory Committee are carried out as and when required.

Although it is too early to make a full assessment of the Isle of Anglesey Coastal Management Plan, the project appears to have established a sound footing. The current financial input was about £30,000 for 1985/86, divided equally between the Countryside Commission and Isle of Anglesey Borough Council. In view of the great length of coast managed this provides exceptional value for money. The resolve of the Council to make a success of the scheme and its approach to the problems of management provide a complete antithesis to the attitude of Cornwall County Council towards its Heritage Coasts. The originality of the project and its unique adaptation of Heritage Coast principles should give an invaluable lead to other coastal authorities similarly blessed with extensive high-quality coastlines for which coastal management policies have not yet been adopted.

Lleyn Peninsula - The Lleyn Peninsula Heritage Coast is a particularly beautiful stretch of coastline some 70km in length. The larger part of the peninsula and almost all of its coastline has been designated as an AONB, but the lateral boundaries of the Heritage Coast fall short of the designated AONB.

In September 1985 a project officer was appointed and an annual working document is to be prepared. There are no plans to appoint any wardens to the scheme at present.

Although a management plan has yet to be prepared, a discussion document 'The Lleyn Peninsula' (1983) covering the general background and land use patterns will form the basis for drafting a management plan. As the area already receives large numbers of visitors it will not be the policy to attract any more. Aims of the scheme will be to meet the needs of residents and those regularly using the area for recreational purposes. Apart from problems arising from visitor pressure specific problems occur as a result of marine erosion. Coastal protection schemes are therefore being considered for a number of sites, especially where there is a danger of structural damage being caused to buildings and roads. Conservation measures in the area will also need strengthening (Caldwell & Williams, 1984).

The scheme is run by Gwynedd County Council with the usual 50% grant aid from the Countryside Commission. This situation contrasts with Anglesey where the Borough Council have taken the management initiative. Gwynedd County Council Planning Committee have responsibility for overseeing the project development, providing guidance and advice on policy matters. An annual forum is expected to be held where representations from other organisations and bodies will be heard. The establishment of such a forum was suggested by the Countryside Commission in their Heritage Coast proposals (Countryside Commission 1970b) but most Heritage Coasts have failed to establish one. In Glamorgan proposals to develop a representative forum were finally dropped in the Plan Statement First Review (Glamorgan Heritage Coast 1985). In the meantime ongoing consultations are being carried out in Lleyn in conjunction with interested local bodies and community councils. Links have already been established with Anglesey Heritage Coast Project and Glamorgan Heritage Coast has been used to some extent as a model. A 'Friends of Lleyn' Society is currently being set up and should eventually fulfil a role similar to that of its counterpart in Glamorgan.

The National Trust through covenant agreements or purchase owns a considerable amount of coastal land in the Peninsula. Land held by the Trust is generally regarded as being of benefit in conservation areas because of the legal restrictions on development and enclosure. However, the Trust is not entirely sympathetic to the Heritage Coast concept and problems have been encountered over the desired development of waste land by the District and Community Council to provide beach amenities at the Trust-owned Tanymynydd Beach. The Trust is opposed to such development.

Ceredigion Heritage Coast - Ceredigion was not one of the Heritage Coasts originally considered by the Countryside Commission. It was designated in 1981 and is the responsibility of Ceredigion District Council. In common with the Isle of Angelsey Heritage Coast therefore it does not require a system for joint management. The designated Heritage Coast is not continuous but consists of four separate areas.

The scheme has only recently been set up following the appointment of a Heritage Coast project officer in February 1985. It appears to be developing along the lines of the three pilot schemes (Dorset, Glamorgan, Suffolk). At present, the coastal management budget is £20,000, including £10,000 from the Countryside Commission. This is equal to that of Anglesey which has to provide for a much longer coastline.

So far a local Advisory Committee has not been drawn up. Local feeling and specialist advice is sought when it is relevant to specific projects being undertaken. Responsibility for the scheme lies with Ceredigion Council Coastal Management Sub-Committee.

It is one of the aims of the Ceredigion Heritage Coast not to promote tourism as Ceredigion District Council believe this would not be consistent with the character of the major lengths of Heritage Coast incorporated in it. A set of leaflets on the coastline and its important features is being prepared and information boards are being sited along the coast where appropriate.

Pembrokeshire Heritage Coast - Originally four stretches of the Pembrokeshire coast were selected for designation as Heritage Coasts. There were South Pembrokeshire, Marloes and Dale, St Dogmaels and North-West Pembrokeshire. More recently, North Pembrokeshire has been divided into three: - Dinas Head, St David's Peninsula and St Brides Bay. Thus there are six Heritage Coasts which fall almost entirely within the present National Park boundaries (a proposed revision of which will bring the Heritage Coasts completely within the area covered by the National Park). All the Heritage Coasts are thus managed by the National Parks Committee which is a full committee of Dyfed County Council. This situation is not unique; the Exmoor and North Yorkshire and Cleveland Heritage Coasts also fall within the boundaries of National Parks and Snowdonia and the Lake District National Park extended to the coast. What is unusual is that Pembrokeshire is the only coastal National Park.

The Pembroke National Parks Committee regards the designation of the Pembrokeshire Heritage Coasts as a useful additional recognition of the quality of the National Park Coastline. To avoid duplication of activity it is the policy of the National Parks Committee to carry out all coastal work in this capacity. Thus the Heritage Coast definitions are effectively no more than a label.

Because of the statutory powers available to National Parks, there is no recourse to voluntary agreements and the principles of the Heritage Coast concept are therefore not observed. Management policies for Pembrokeshire Heritage Coasts are contained in the National Park Plan. Over the next 18 months a series of site specific Area Management plans are to be prepared.

Gower Heritage Coast - The Gower Heritage Coast is discussed in detail in Chapter 5. While the Heritage Coast designation is recognised within county structure plans, at a practical level this is incorporated in to the conservation management programme for the peninsula as a whole which has been designated as an AONB. Management is the responsibility of West Glamorgan County Council and Swansea City Council. Good working relations exist with both the National Trust and the NCC.

Glamorgan Heritage Coast - The Glamorgan Heritage coast is considered as a case study in chapter 4. It was established in 1974 as a pilot project and has been at the head of many developments which have since been embodied by other Heritage Coasts particularly in its approaches to fund raising and community involvement. The scheme employs a project officer and two wardens backed up by a number of CP schemes which include artists to produce leaflets and information boards as well as a labour force to carry out practical conservation tasks.

Exmoor Heritage Coast - Like the Heritage Coasts of Pembrokeshire, the Exmoor Heritage Coast falls within the boundaries of a National Park. In 1984 it was still listed as no more than a proposal by the Countryside Commission (Fig. 6.1). It has since been defined laterally within the Devon and Somerset Structure Plans although no management plan has been prepared separate from the plan for Exmoor National Park.

Hartland (North Devon) - Hartland Heritage Coast remains for the time being as a proposal although the Countryside Commission is pressing for its boundaries to be defined within County Structure Plans. Once this first step has been taken a management programme should in time become established probably closely linked to the neighbouring North Cornwall Heritage Coast Project.

Devon County Council is committed to the Heritage Coast concept and has established management projects in East and South Devon where the pressures and problems on the coastline are more intense.

Cornwall - 53% of the Cornish Coast has been designated as Heritage Coast. Altogether ten separate sites have been identified with considerable variation in their length. The longest, Penwith Heritage Coast, is 56km long whilst Trevose Head is the shortest, being less than 3km. All the Heritage Coasts lie within AONB designated land. Much of the coastline that is now designated as Heritage Coast Dower (1945) considered worthy of National Park status.

In all, 234km of the Cornish Coast have been designated as Heritage Coasts. This amounts to 20% of all the Heritage Coast so far defined in England and Wales. Despite their outstanding national significance, Cornwall County Council has been unwilling to commit itself to a formal management programme.

Though the problems of managing such an extensive length of Heritage Coast are great, they are not insurmountable as has been demonstrated by the management of the Anglesey Coast. Yet in an informal document by Cornwall County Council - 'Problems facing the Cornish Heritage Coasts' (1983) - it was felt that a more pressing need for coastal management lay in areas beyond the Heritage Coasts where the intensity of use is often much greater.

The overriding source of pressure on coastal resources in the Cornish context comes from tourism. Cornwall has become one of the most popular holiday locations in the UK, receiving some 3 million visitors each year. This places a great burden on the fragile coastal strip both by recreation per se and its ancillary services. Results of surveys taken along the Cornish coast have shown that these pressures are greatest outside Heritage Coast areas. Even the most intensely visited of these, St Agnes Head, has a peak density of about 355 persons/mile whilst the remainder of the coast attracts 900 persons/mile during the summer season. This is largely attributable to a lack of beaches within Heritage Coasts. The intensely-used gregarious areas tend to be evenly spaced between the Heritage Coasts. (Cornwall County Council 1983)

Five coastal areas are pinpointed in the Cornwall Countryside Local Plan (Cornwall County Council 1985) where management control is required as a matter of urgency. Only two of these fall within Heritage Coasts, Penwith (which includes Lands End and for which a draft management plan was prepared jointly by the County Council and Penwith District Council in 1980/81) and St Agnes Head Heritage Coast (Fig. 6.1).

Similar problems of overuse of non-designated coast have been encountered on Anglesey where the Council managed to incorporate all their coastline, defined and non-defined alike, into a management plan that gave priority attention to Heritage Coasts though transcending their boundaries to provide appropriate levels of management for other stretches. The need for a unified approach was recognised in an informal discussion document, 'Problems Facing the Cornish Heritage Coasts' 1983 (p.2):

> 'The whole coast is regarded as a recreational resource; individual Heritage Coasts can rarely be regarded as recreational entities, rather they are closely inter-related to the gregarious areas. This poses the question of whether or not the whole Cornish coast should be considered a Heritage Coast in view of overall management objectives.'

Regarding the coast as a single unit for the purposes of management has undoubted advantages in terms of both efficiency and effectiveness of management. Nevertheless, designating the whole coast as Heritage Coast, developed and undeveloped, scenic and less scenic areas alike could only detract from the concept and national significance of Heritage Coasts generally. A more acceptable solution therefore would appear to be that adopted for Anglesey.

In the past, the County Council has given coastal management priority to areas outside the Heritage Coasts. The Council believe this approach to be necessary for a number of reasons.

With the exception of Lands End, there is little pressure from overuse within the Cornish Heritage Coasts whilst in other areas it is very great. Better management of such problems in non-Heritage Coasts the Council believes will alleviate such pressure as exists on neighbouring Heritage Coasts through a 'knock-on' effect.

Patterns of use of the Cornish Heritage Coasts are somewhat unusual. The tourist industry is highly seasonal and day visitors from both Cornwall itself and nearby countries account for only 8% of the total number of visitors. For the greater part of the year therefore

recreational pressures on the coast are virtually non-existent. Thus Cornwall's Heritage Coasts are considered much more as a national than a local asset and perhaps as such warrant a higher level of support from central government agencies.

In 1978, the County Council embarked upon a much needed management programme for Penwith Heritage Coast. Although a number of improvements were achieved, it was found that funding was insufficient to come to terms with the problems of visitor erosion at Land's End. Cullen (1982) described the area as being more reminiscent of 'the target area of a naval artillery range than part of a Heritage Coast' (Cullen Report, 1982, p.50). There is clearly good reason for substantial grant aid to be given to the restoration of such a widely-renowned landmark.

Generally Cornwall County Council felt that most management problems in Penwith could be adequately dealt with by the County and relevant district councils without devising a special Heritage Coast management structure or appointing new officials. Management of Penwith as a full Heritage Coast, the Council felt, would lead to a disproportionate amount of funding being given to a stretch amounting to no more than 12% of the Cornish coastline.

The Council questioned the willingness of farmers to reach voluntary agreements over access and so forth to Heritage Coasts which would undoubtedly open up areas which had hitherto been free of visitor pressure. Farmers and landowners are therefore less likely to feel a need for any such agreements. It is unlikely that this factor is of greater pertinence to the Cornwall Heritage Coasts than to others but no Heritage Coast management scheme could expect to achieve total commitment from all farming and land interests. Management aims for the Glamorgan Heritage Coast in this respect are to show farmers that the scheme will not create visitor-related problems and to carry out practical improvements such as stone-walling and fencing that demonstrate the benefits of Heritage Coast management.

Challenging the established pattern of council-run administration of Heritage Coasts, Cornwall County Council questioned its suitability for the task, intimating that the National Trust was possibly in a better position to do so. It would be unrealistic to exclude the National Trust from such management for it currently owns approximately 80 miles (54%) of the total length of Heritage Coasts in Cornwall. As Trust management of coastal land is broadly concordant with that of the Heritage Coast objectives there is little obstacle to their inclusion in an overall management scheme. However, problems have been encountered with the Trust over management proposals involving Trust land in other areas - e.g. Lleyn Heritage Coast and there are legal complications which make it difficult for the Trust to manage land it does not own or lease.

Lack of resources to fund Heritage Coast management makes Cornwall County Council unwilling to embark upon such schemes. 'The Countryside Commission grant aid structure neither reflects the relative poverty or the national importance of the County' (Problems Facing the Cornish Heritage Coasts, 1982, p.7). This is an important point and at present Council opinion is that appointment of full-time officials to manage Heritage Coasts is unnecessary. Instead, the Council is giving priority to the reclamation of derelict land for which grant aid is 100% and to problem areas of coast identified in the County Structure Plans as and when opportunities arise and resources become available. In this manner they purport to serve a greater proportion of visitors to Cornwall. In view of the importance of Cornwall as a national holiday area, the Council's claim for a higher degree of grant aid for coastal management programmes seems justified. Poverty alone, however, is not a sufficient argument for failing to inaugurate a full programme of coastal management when the tourist trade must contribute millions of pounds to the economy. Misuse of the coastal resource could have serious repercussions for the regional economy should it affect this important industry, as well as down-grading an important national resource. It would appear that Cornwall County Council has failed to appreciate the cost-effectiveness of a ground-level management team that could pinpoint and resolve problems as and when they arise and develop community involvement that in itself can generate an important source of funding. Fund-raising activities of the Friends of Glamorgan

Heritage Coast, for instance, provides valuable additional income for the scheme (£2,000 a year) that is a result of the devoted work of the GHC Officer in establishing good public relations.

Nevertheless the recalcitrant attitude of Cornwall County Council has not prevented two management programmes for Heritage Coasts being established in the county. The first of these was established in May 1984 between Roseland and Dodman and is known as the South Cornwall Heritage Coast Project. It is unusual in that the project officer is in the employ of the National Trust which meets 25% of the costs. The remaining 75% is provided by the Countryside Commission. But while sponsorship comes from these two sources the steering group comprises members and officers of Cornwall County Council, Carrick District Council, Restomel Borough Council, the Countryside Commission and the National Trust. Although the local authorities do not contribute financially to the project they do provide practical assistance for specific schemes and the project officer operates from Restomel Borough Council Offices. The project has already undertaken numerous improvement works and established good community relations.

The involvement of the National Trust in this way is rare but is unlikely to be repeated in other areas largely because of legal problems arising from Trust management of land of which it has no tenure.

Plans to extend the scheme beyond Dodman to include the neighbouring Gribbin Head - Polperro Heritage Coast - in the near future, are presently being considered. It is even possible that a more positive role may be taken at County level.

More recently still (1985) North Cornwall District Council have established the North Cornwall Heritage Coast Project which incorporates the designated coasts of Hartland (Cornwall), Pentire-Widemouth and Trevose Head. A project officer was appointed in September 1985 and a management plan is now being prepared. There are no plans to appoint wardens for the time being. Management is the responsibility of North Cornwall District Council which receives 50% grant aid from the Countryside Commission. Close links have been

established with the South Cornwall Heritage Coast Project and the scheme is intended to extend to cover adjacent areas suffering from intense visitor pressure. So far work has centred on the Pentire-Widemouth stretch with very little being carried out at either Trevase Head or Hartland, but as the scheme gathers momentum these areas will receive more attention.

Between them these two schemes cover 76km of designated Heritage Coasts in Cornwall - a little under a third of the total. In other areas such as at Keynance Cove in Penwith Heritage Coast agreements between the National Trust and Countryside Commission have helped to establish management programmes.

Cornwall demonstrates how management programmes can become established even where county councils do not support them and should point the way to other coasts particularly Kent (see later) and North Northumberland as well as the Cornish Heritage Coasts not already covered by management programmes.

Management of a sort is still being undertaken within many of the remaining Heritage Coasts in Cornwall although Heritage Coast principles may not be closely followed. The short stretch designated around Rame Head is managed as part of Mount Edgecomb Country Park by Plymouth City Council and in Penwith Heritage Coast a landscape officer employed by Penwith District Council has been carrying out improvement works on an ad hoc basis with the use of MSC labour while Carrick District Council have been undertaking similar work around St Agnes Head. The Lizard Peninsula is fairly effectively managed between the National Trust particularly at Keynance Cove and the Nature Conservancy Council who own an NNR there covering 83 hectares.

It is interesting to note that the long-distance South-West Peninsula Coastal Footpath which runs around the entire Cornish coast qualifies for 100% grant aid from the Countryside Commission and that if its management were linked to that of the Cornish Heritage Coasts as it is in Devon the greater part of their cost would be met by the Commission. This is unlikely to happen until Cornwall Council as the statutory authority for highways and footpaths adopts a more positive attitude

towards the conservation of its coastline and although the County already employs a footpath warden his duties do not extend beyond simple maintenance functions.

Scilly Isles - The Heritage Coast designation in the Scilly Isles is to all intents and purposes non-existent, but in 1984 the Isles of Scilly Environmental Trust was established as a conservation body responsible for the entire coastline of the islands as well as many inland sites including the whole of those islands that are uninhabited. A director of the Trust was appointed in 1984 and a management plan is presently being drawn up. The scheme is sponsored equally by the NCC and Countryside Commission who provided an initial annual grant of £20,000 which will be gradually reduced. Practical works, where necessary, are carried out on a casual basis. No wardens have been appointed, nor are likely to be, though a project officer may be employed in the future. The situation in the Scilly Isles is unique. All the land in the Scilly Isles is owned by the Duchy of Cornwall which has given the Environmental Trust leaseholds for the land for which it is responsible.

The Trust does not see a need for practical management of the sort found in other Heritage Coasts and no special importance will be attached to the designated Heritage Coasts. Visitor pressure is not regarded as a problem due to the inaccessible location of the Isles. Island policy also actively restricts visitor numbers. Camping is prohibited except in a few, small, official sites and visitors without prior accommodation booking can only purchase day return tickets from the mainland. Development pressure and waste disposal are thus the major problems facing management.

South Devon and East Devon Heritage Coast - Heritage Coast management programmes are under way in both South and East Devon and the two schemes have much in common. A single Project Officer is responsible for both schemes although he is also the co-ordinating officer for an urban fringe programme around Plymouth and day-to-day management of the South Devon Heritage Coast is left to his assistant based at South Haws District Council in Totnes.

East Devon was the first of the two Heritage Coasts to become operative with work commencing in July 1981. A document was published at the time aimed at demonstrating the working of the project and providing some sort of management plan. This has been supplemented since by the publication of annual reports. The scheme is run by Devon County Council so the administration is straightforward. A single warden is employed who undertakes improvement works with the support of MSC schemes.

South Devon Heritage Coast, which covers a greater stretch of coastline, is staffed by two wardens who on paper at least are employed by the National Trust. The management structure is more complicated than for East Devon because in addition to the involvement of Devon County Council and the National Trust, South Haws District Council also provides a positive input and is therefore represented on the steering committee.

Both schemes receive 75% grant aid from the Countryside Commission as they each assume responsibility for the coastal path which runs along the South Devon coast and as Commission policy is to grant-aid long-distance coastal footpath schemes at 100% of cost and Heritage Coast schemes at 50% of cost a 75% compromise figure between the two was reached. For East Devon the remaining 25% is met by Devon County Council while for South Devon the difference is provided by the National Trust. Thus while the National Trust is the employer on the South Devon Heritage Coast, the Countryside Commission provides most of the resources.

No management plans have been prepared for South Devon Heritage Coast to date nor are any in preparation.

West Dorset Heritage Coast - Two of the originally proposed Heritage Coasts, Chesil Beach and Lyme Bay, have been combined to form the West Dorset Heritage Coast. The Coast is completely defined and is 40km in length. Development of West Dorset Heritage Coast has arisen out of the management experience gained at Purbeck. A consultation document for the management of the West Dorset Heritage Coast was published by Dorset County Council in June 1982, and a Heritage Coast Officer has

now been appointed. During peak season 30,000 tourists are resident within the Heritage Coast (Dorset County Council 1982) and large numbers of day visitors are received from Weymouth, Devon and Somerset. Good motorway access puts it within two hours' drive from Bristol and three and a half hours' drive from London.

Responsibility for the scheme is shared by Dorset County Council and Weymouth District Council. In 1982, the County Structure Plan was submitted to the government which proposed that two Heritage Coasts should be run in the county, Purbeck and West Dorset, in which no developments were to be permitted that could jeopardise the unspoilt character of the area.

Purbeck Heritage Coast - Purbeck was one of the three pilot projects instigated in 1973. It is thus in an advanced state of development and has received wide acclaim. The designated coast stretches from Poole Harbour in the east to the Weymouth Borough boundary in the west and is interrupted by the Swanage conurbation. The defined coast is 51.5km long and incorporates some outstanding scenery and very interesting geology. The works of Thomas Hardy make frequent allusion to this coast and it is of considerable historical and ecological interest. Almost all the Dorset Coast is covered by AONB status.

Administrative responsibility for Purbeck Heritage Coast is shared between Dorset County Council, Purbeck District Council and West Dorset District Council. Cooperation between these three councils appears to be good and division of administrative duties between them is not considered cumbersome. Each council attaches a high level of priority to the scheme. The Heritage Coasts (Purbeck and West Dorset) receive between them approximately half the total budget spent on rural conservation in Dorset. In addition to the Heritage Coast Officer and three wardens, an assistant Heritage Coast Officer, a technician and a part-time landscape architect are employed under the scheme which has also providedover 30,000 man-days of work to young people on MSC schemes. No local advisory committee has been established, the task of developing community involvement being left to the Heritage Coast Officer and his staff.

Tourist pressures are particularly strong in Dorset which attracts some four million visitors to its coast each year. In 1976, the revenue which this generated for the local economy was estimated at £11 million (Dorset County Council 1982). One third of all visitors to Purbeck Heritage Coast live within Dorset. Most visitors tend to congregate at a few specific sites, for instance at Studland Beach and Lulworth Cove.

Whilst the scheme generally follows the patterns of management established by the Countryside Commission it has chosen to adopt a four-tier zonal system governing the intensity of use. The four zones are:

i) Areas of High Intensive use
ii) Areas of Medium Intensive use
iii) Areas of Low Intensive use
iv) Quiet Areas

Quiet areas correspond with Remote Areas defined in The Coastal Heritage (1970). Areas of Intensive use are already carrying as many people as they can without causing irreparable environmental damage. Areas of Medium Intensive use, whilst having direct car access, attract between 25,000 and 150,000 visitors per year but their capacity at peak periods will not be increased. Areas of Low Intensive use form a transition between ii) and iv) above. They are beaches or viewpoints having small car parks situated nearby and where only measures that maintain and safeguard the environment will be carried out.

An interesting development at Purbeck is the Dorset Underwater Survey which was established in 1977. This sought to study and record the marine life and habitats in nearshore areas between Swanage and Comington Mills, to identify anthropogenic threats to the marine flora and fauna in the area and to provide information on the marine life off the Purbeck Coast as a means of obtaining public support and interest in the conservation of this outstanding resource. Management also set a precedent when the Heritage Coast boundaries were extended to incorporate new oil developments in the area to raise design and operational standards.

Purbeck Heritage Coast has been eminently successful to date in achieving and sustaining the aims and principles of the Heritage Coast concept. This success is largely attributable to the efforts of the Purbeck Heritage Coast Officer, Roland Tarr, and his staff, which have been reinforced by close cooperation between the councils involved.

The work carried out at Purbeck has been internationally recognised and the scheme was awarded a European Diploma in 1984 which places the coast under the sponsorship of the Council of Europe until 1989.

Both Purbeck and Glamorgan Heritage Coasts have been effective in demonstrating how the Heritage Coast philosophy can be practically realised despite differences in the approach to their management. While Glamorgan identified practical improvements as a management priority in order to develop community support and allay the feats of a large number of landowners in Purbeck emphasis was given at the start to interpretative services, there being only two landowners of importance along the defined coast.

Isle of Wight - Hamstead and Tennyson Heritage Coasts - 1985 saw a remarkable upsurge of interest in Heritage Coasts with a number of management programmes commencing. Amongst these were Lleyn and Ceridigion and also Hamstead and Tennyson on the Isle of Wight.

Although defined in 1974 no positive steps were taken towards establishing a management programme on the island until 1985 when an experimental scheme was begun involving all three Island authorities and sponsored equally by the Isle of Wight County Council and the Countryside Commission. Initial small landscape improvement works have already generated community interest in the programme. The experimental period came to an end in April 1986 and has been replaced by a Countryside Management Service covering the whole Island. A draft plan document has just been published which will be passed for approval to committees of the three Island councils before being released for public inspection early in 1987. It seems likely that the Heritage Coast designations of Hamstead and Tennyson will become redundant under the Countryside Management service whose brief is to cover the whole of the island. A Project Officer has been appointed who is helped by

about a dozen rangers on MSC schemes, some of whom work only part-time. The scheme receives 50% grant-aid from the Countryside Commission and each of the three councils provides £7,000 per annum. The Project Officer is responsible to a steering committee composed of officers of the three councils.

Holdings of the National Trust on the island are sufficient to warrant the employment of four wardens by the Trust. However, the Trust has been unwilling to establish any close links with the Countryside Management service, preferring to operate under their own name.

Sussex Heritage Coast - Sussex was one of only four Heritage Coasts that Cullen (1981) considered as having wrought for itself a discernible yet discreet identity as a Heritage Coast, each of the three pilot projects receiving the same accolade. Considerable evidence of on-the-ground management can be seen within these coasts. Since publication of the Cullen report in 1981 however much has been achieved in developing the management of other Heritage Coasts and distinctions between these and many other Heritage Coasts - e.g. Flamborough Head and North Yorkshire and Cleveland are now less clear cut.

Sussex Heritage Coast was established at about the same time as the pilot projects. A draft management policy was published by the former East Sussex County Council in 1973 and was completely defined in the County Structure Plans in the same year. The defined coast is 13km long and coincides with the junction of the South Downs with the sea. These give rise to the white chalk cliffs known as the Seven Sisters The graceful meanders of the Cuckmere Valley are also incorporated into this Heritage Coast and the chalk grassland of the cliff tops is of noteworthy ecological interest. The South Downs form an important hinterland and have been designated as an AONB which extends to the Heritage Coast. The scheme is run by Sussex County Council in conjunction with Lewes and Wealden District Councils.

From 1974 to 1980, there was a separate Heritage Coast Officer who has since been given a brief to cover the whole of the AONB and is thus referred to as the South Downs Conservation Officer. Thus in common

with Anglesey, Lleyn and Gower, management of the coast extends to the hinterland. In practice the arrangement simplifies administration of the County conservation programme and aims to ease pressure on the coast by drawing visitors inland whilst providing a management input for certain heavily visited areas of downland.

South Foreland Heritage Coast and Dover-Folkestone Heritage Coasts -Both of these Heritage Coasts fall within Kent and are covered by an AONB designation. They were defined laterally in 1975 and are each 7km in length. To date, no management plan has been prepared for Kent's Heritage Coasts and neither is there any intention of preparing such a plan in the immediate future.

South Foreland Heritage Coast is particularly heavily visited because it covers what are commonly known as 'The White Cliffs of Dover'. Although there is no specific management approach to either Heritage Coast both have been acknowledged in the Kent Structure Plan and the Kent Countryside Local Plan. The Structure Plan (1982, p.60) states: 'The undeveloped (Heritage) coast . . . has national and international scientific interest and recreational value. There are pressures for change which would adversely affect these interests, particularly in the most sensitive areas. The scenic and scientific value of the undeveloped coast should be conserved and where appropriate enhanced' (Kent Structure Plan, 1982, p.60). Positive initiatives undertaken by the County Council include a programme of eyesore clearance and the promotion of their use for informal recreation through the publication of guides for a series of waymarked footpath routes. Two such guides have so far been published and a third is in preparation. Conflicts with the National Trust have led to a curtailment of the eyesore clearance programme so little work is now being carried out on or concerned with the Heritage Coasts. The Council is keen to develop tourism.

Suffolk Heritage Coast - Like Purbeck and Glamorgan Heritage Coasts, Suffolk Heritage Coast was one of the Countryside Commission's three pilot projects, all of which have proved eminently successful. Begun in January 1974, the pilot project ran for two years. At the end of this period a joint management plan was prepared by Suffolk County

Council, Suffolk Coastal District Council and Waveney District Council. The aims of the Heritage Coast were subsequently recognised in the County Structure Plan and in 1978 the Suffolk Heritage Coast Plan was adopted by the County Council as an informal plan.

Suffolk Heritage Coast is 63km in length, about 6.5km of which is substantially developed. A number of small towns and villages lie within its boundaries, most notably Aldeburgh and Southwold and their inclusion in the Heritage Coast has been justified because of their charm and historic character. They remain relatively free from the commercial aspects of tourism and they are well enough integrated into the area not to detract from the usual Heritage Coast emphasis on natural landscape and its resources. The coast is marked by a number of dynamic estuary systems that have been an important historical influence. A few cliffs rise along the coast but these tend to be low, rarely exceeding 10m.

Considerable portions of this coast are of ecological importance and offer a wide diversity of habitats. This is reflected in no less than three National Nature Reserves established at Walberswick, Westleton and Orfordness. Eleven SSSIs have also been designated within the study area.

Despite its close proximity to London, the coast has remained largely unspoiled and visitor pressure is relatively light. About 10 million people live within two or three hours travelling time of the Suffolk Coast (Suffolk Heritage Coast Management Plan, 1978) but the recreational areas of Norfolk and Essex have in the past proved more popular. This pattern is now changing as pressures in nearby areas intensify. At present the Suffolk Heritage Coast is largely a day trip destination for visitors from limited areas of Suffolk, Norfolk and Essex (Suffolk Heritage Coast Plan, 1978).

Zonal policy is in part dictated by the siting of towns and villages within the Heritage Coast. Three zones are identified in the Management Plan: General Recreation Areas, Sensitive Areas and Sites Under Pressure. General Recreation Areas are largely centred on existing settlements. Responsibility for appropriate provision of

recreational facilities lies essentially with the District Councils concerned. Sensitive areas correspond to remote zones defined in The Coastal Heritage, 1970 and usual management policy of giving priority to conservation applies. Sites under pressure cover areas within both zone types defined above, for which special action plans have been prepared.

A sensitive and wide-ranging series of pamphlets produced to a particularly high standard include details of waymarked walks and cover aspects of ecological, historical and architectural importance and interest within the study area. Local information boards have been established at a number of sites and a Heritage Coast Visitor Centre has been provided at Snape.

Effective management of the area is based on close cooperation between the Planning departments of the Councils involved in the scheme and with other Council Departments. Thus division of responsibilities for the Suffolk Heritage Coast between the three Councils is not regarded as cumbersome or restrictive. A Joint Advisory Committee provides for the expression of ideas and opinions from the local community.

As a means of utilising to maximum advantage what limited resources are available, the Warden Service has undertaken work for the nature Conservancy Council, National Trust, Suffolk Preservation Society and Suffolk Trust for Nature Conservation and the project has in turn received invaluable assistance from these bodies.

North Norfolk Heritage Coast - North Norfolk Heritage Coast is a marshland coast that extends for 63km between Holme-next-the-sea and Weybourne. This soft coast provides the finest example of its kind in Britain and possibly in Europe (The Coastal Heritage, 1970). No developments exist within the boundaries of the designated area. Wildlife along the coastal strip is abundant and varied and its importance is reflected in the large number of nature reserves and SSSIs that have been identified within the Heritage Coast. Many of these sites are run by national or local conservation bodies such as the Nature Conservancy Council, National Trust, RSPB and Norfolk

Naturalists' Trust. The geomorphology of the coast is particularly interesting and it is used widely for recreation. The whole Heritage Coast is encompassed by the North Norfolk AONB.

Following complete definition of the Norfolk Heritage Coast in 1975, a consultative draft management plan was drawn up and published in 1978. A three-year period of discussion led in 1981 to the approval of the management plan by Norfolk County Council and North Norfolk and West Norfolk District Councils.

An environmental scientist employed by Norfolk County Council is responsible for the Heritage Coast as part of his duties. All aspects of the project are his responsibility. In 1986 work on the Heritage Coast section of the Peddars Way and North Norfolk Coast Coast long-distance footpaths was completed and a footpath warden was appointed. This work received 100% grant aid from the Countryside Commission. Management of the Heritage Coast is aided by a 50% grant. Of the Councils involved, Norfolk County Council provides the largest financial input, followed by Kings Lynn and West Norfolk Borough Council and Norfolk District Council. The total capital expenditure for 1984/1985 was £7,400 which did not cover the salary or travel expenses of the environmental scientist.

Parish Councils are petitioned annually regarding proposed works. Management decisions are made by an ad hoc Advisory Group with representatives from the County and District Councils involved and the Countryside Commission. The group meets at least twice a year. Education projects, exhibitions, posters and walk leaflets have been prepared partly with the aim of involving the local community which is regarded as being somewhat introspective.

Principal problems arise from the fragile ecology of the area and intensive visitor pressure during the summer. The length of the 'summer' season has recently become quite protracted with high levels of day visitors from May to October (Scowen 1984). Some attempt has been made to relieve visitor pressure on the coast by drawing attention to other less sensitive recreation areas in the county.

The Norfolk Heritage Coast Management Plan operates a zonal policy quite different from that described in The Coastal Heritage, 1970. Though recognising the need to keep sensitive areas separate from intensive recreational sites, there is no attempt to establish a sectoral policy based specifically on such zones. Instead the approach adopted divides the whole Heritage Coast into 21 zones each of which has been assigned a specific policy. In each of these zones the features and pressures of importance have been identified and policy and desired improvement and maintenance schemes described.

The approach is similar to the revised scheme operating on the Glamorgan Heritage Coast, where management now recognise remote zones and have drawn up action plans for other 'honey-pot' sites. The distinction between these zones and the more general remote transitional and intensive zones is important. On short coasts the latter zones are less appropriate because it is difficult to make such distinctions of intensity of use over short distances. Furthermore site-specific zonation as described above allows funds to be allocated with greater ease to particular sites and facilitates identification of areas requiring additional grant aid. This would be useful for instance along Penwith Heritage Coast where an action plan for Lands End could be drawn up and to which extra funding can be applied rather than labelling it as an intensive zone which scarcely distinguishes it from other sites. The arrangement also allows for specific bodies such as conservation trusts to take over the management of certain sites as appropriate. Management of Zone 16 (Blakeney) in the Norfolk Heritage Coast is the responsibility of the National Trust.

Spurn Head Heritage Coast - Spurn Head is a sand spit which because of its physiographic and ornithological interest has been designated as an SSSI. The defined Heritage Coast is 11.6km long. Access to the spit is facilitated by a service road for the lighthouse near its far end. No management planning is being undertaken and the designated boundaries lack formal definition.

Flamborough Head Heritage Coast - Flamborough Head is a particularly fine chalk headland with an impressive line of cliffs on its northern flank. Like Spurn Head, it falls within the county of Humberside. The

designated Heritage Coast is 19km in length of which less than 0.5km is substantially developed. It is of considerable interest to geologists and ornithologists. Large numbers of visitors are attracted to the headland from the nearby conurbations of York, Hull and Scunthorpe as well as from further afield.

In January 1983, a project officer was appointed to the Heritage Coast based at the Planning Department of East Yorkshire Borough council. Funding comes from the Countryside Commission, 50%, East Yorkshire Borough Council and Humberside County Council 22.5% each, and Scarborough Borough Council and North Yorkshire County Council, 2.5% each (Scarborough Evening Post, 6 February 1984). Ten volunteer wardens worked under the scheme last year, giving guided walks in the area, as well as carrying out practical improvement works. A management plan is expected to be completed in 1986 and a visitor centre has been established at South Landing.

Prior to the appointment of the project officer in 1983, the area was managed by the RSPB who carried out visitor control works and provided sensitive interpretative services that Cullen (1982) found effective.

North Yorkshire and Cleveland Heritage Coast - The North Yorkshire and Cleveland Heritage Coast falls mostly within the boundaries of the North Yorkshire National Parks. Unlike its counterpart in the Exmoor and Pembrokeshire National Parks, however, it has been recognised as a separate management entity and in 1981 the North Yorkshire and Cleveland Heritage Coast Plan received formal acceptance by the Authorities concerned.

The management structure for this 58km stretch of coast is very complicated as no less than five separate planning authorities share responsibility for it, comprising two County Councils, two District Councils and the National Parks Committee. The complexity and inherent difficulties associated with this arrangement have been demonstrated (Craig-Smith, 1982) even though there was a general commitment to the scheme by all parties concerned. Problems arose initially over its

exact extent; whether it should be confined to the National Park, the National Park Boundaries revised to include all of the proposed area, or the boundaries just left extending beyond the National Park.

On the Countryside Commission's insistence the boundaries of the Heritage Coast were not compromised, and the latter option was chosen. For some reason extending the National Park boundaries was not chosen, although this is shortly to happen in the case of the Pembrokeshire Heritage Coasts.

Whilst the Coast has now been completely defined and the National Parks Planning Committee recognised as the leading authority, problems still arise over division of responsibility. Furthermore, the general public find the double designation confusing and the problem of creating for the coast a separate identity has yet to be resolved. Although a statutory designation for the coast was considered, it eventually assumed, like the National Park, a non-statutory plan - an arrangement claimed to provide greater management flexibility. In 1979, a fifth Ranger was appointed for the National Park with specific responsibility for the coast. The Heritage Coast Ranger is responsible to a steering group composed of members of the five planning authorities. Management of the Heritage Coast is proceeding along Countryside Commission guidelines. Three zone types are recognised according to intensity of use and the coast has been divided into a number of study areas for which active plans have been prepared.

North Northumberland Heritage Coast - No planning or management work has been undertaken for the 92km coast, although a field studies centre has been established and guided walks are given by Northumberland County Council. Failure to implement the scheme is largely attributable to lack of resources.

Table 6.1
Summary of Developments in Heritage Coasts

Heritage Coast	Management Planning	Implementation
St Bees Head	Not commenced	Limited conservation management undertaken by RSPB
Great Orme	Managed as a Country Park	Warden appointed 1980
Holyhead Mountain North Anglesey Abberfan Bay	Management plan prepared. Five year experimental programme commenced 1982	Coastal project officer responsible for whole coast
Lleyn	Project officer appointed 1985. No management plan but but reviewable annual working document	Extensive survey work and negotiations with local interested parties undertaken
Ceredigion	Commenced 1985. Management initiative prepared. Project officer appointed	
St Dogmaels and Moulgrove Dinas Head St David's Peninsula St Brides Bay Marloes and Dale South Pembrokeshire	Managed as part of Pembrokeshire National Committee. Effectively no more than a label.	
Gower	Draft plan out of print pending publication of new plan for whole of Gower AONB. Project officer employed by Swansea City Council	Management undertaken without particular reference to Heritage Coast in conjunction with NCC and National Trust
Glamorgan	Adopted management plan 1975	Project officer and wardens appointed. Visitor centre established. Substantially executed.
Exmoor	Defined in county structure plans	No management input beyond National Park management

Table 6.1 (cont'd)

HERITAGE COAST	MANAGEMENT PLANNING	IMPLEMENTATION
Hartland (Devon)	Defined in county structure plans	No management input
Hartland Pentire Widemouth Trevose Head	Managed as North Cornwall Heritage Coast. Completely defined. Established under district council initiative in 1985	Practical works programme commenced February 1986
St Agnes	No formal management scheme	Limited practical work carried out by Catterick District Council
Godrevy-Portreath	No management initiative	
Penwith	No formal management scheme	Improvement works carried out on ad hoc basis with MSC labour under auspices of Forestry/Landscape Officer
Lizard	Management responsibilities shared by National Trust and NCC	
Roseland	Managed as South Cornwall Heritage Coast Project. Project officer employed by National Trust appointed 1984	Wide ranging programme of improvement works underway
Gribbin Head - Polperro	No management initiative	
Rame Head	Incorporated into Mount Edgecomb Country Park	Practical work carried out to requirements of Country Park
Isles of Scilly	Established as environmental trust. Management plan in preparation. No project officer or wardens	Work carried out only where deemed essential

Table 6.1 (cont'd)

HERITAGE COAST	MANAGEMENT PLANNING	IMPLEMENTATION
South Devon	Shares project officer with East Devon but also employs assistant project officer. Run in conjunction with National Trust which employs two wardens. No masnagement plan prepared.	Practical improve-works underway
East Devon	Draft management plan prepared. Employs one warden.	Extensive implementation of programme of minor improve-ment works
West Dorset	Draft management plan published 1982. Project officer appointed. Greatly influenced by Purbeck.	Practical improve-ment works underway.
Purbeck	Pilot scheme. Manage-ment plan adopted 1978. Plan Review 1982. Awarded Council of Europe Diploma 1984	Substantially implemented
Hamstead Tennyson	Experimental programme commenced 1985 but now replaced by permanent island wide management scheme	Practical improve-ment works underway
Sussex	Draft Plan 1975 Adopted fully	Project officer given responsibility for South Downs AONB in 1980 in addition to Heritage Coast
Dover-Folkestone South Foreland	Not commenced	Limited improvement works carried out
Suffolk	Pilot Study Area Management Plan 1978 Plan Review 1982	Project officer and wardens appointed Visitor Centre Substantially implemented

Table 6.1 (cont'd)

HERITAGE COAST	MANAGEMENT PLANNING	IMPLEMENTATION
North Norfolk	Draft Plan 1978 Adopted 1981	No project officer appointed, County Environmental Scientist given responsibility for scheme. Long distance footpath warden to be appointed in 1986
Spurn Head	Not commenced	Not commenced
Flamborough Head	Completion of Draft Plan in 1985	Project Officer appointed supported by volunteer wardens Extensive works programme.
North Yorkshire and Cleveland	Draft Plan 1979 Adopted 1981	HC Ranger and National Park field assistants - works and acquisition funded
North Northumberland	Not commenced	Not commenced

CHAPTER SEVEN

CONCLUSION

Since their commencement in 1974 the three pilot Heritage Coast Schemes have demonstrated how a dedicated approach to conservation management can achieve a considerable amount on a very limited budget. As a testing ground for new approaches to countryside management the concept has had a considerable impact. The emphasis on practical, non-statutory and community-based approaches to management which the scheme demonstrated, has been proved successful and has since been applied both to other schemes promoted by the Countryside Commission and to other organisations involved in conservation, particularly the National Trust. This is evidenced by recent Trust publications detailing management procedures for coastal properties (National Trust 1985a, 1985b). It may or may not be the case that Heritage Coasts have been responsible for the NCC rethinking its policy of NNR management, but certainly there has been a recent move to provide better interpretative facilities for visitors at NNRs. This is seen particularly at Oxwich NNR on Gower (Hughes 1986b). Furthermore the establishment of Kenfig Dunes and Pool LNR has been shown to have arisen directly out of the experience of the Glamorgan Heritage Coast.

While the success achieved by many Heritage Coasts does not match that of the pilot schemes (Cullen 1982), the concept appears to be flourishing. To date, 36 of the 43 designated Heritage Coasts will have some form of management planning associated with them, while 29 have comprehensive management overseen by a specially appointed project officer.

The concept has developed over the years and management of some is very different to that envisaged in the Coastal Heritage (Countryside Commission 1970b). South Cornwall Heritage Coast Project run by the National Trust is one example, and the Scilly Isles Environmental Trust another. Such adaptations of the original concept have enabled a number of Heritage Coasts to become established in situations where there has been a lack of commitment at council level. Elsewhere there

has been a trend to extend management to the hinterland as at Lleyn, Anglesey, Gower and Sussex. Apart from the economic reason of covering more ground with the same management structure (but hopefully a larger work force) there is the benefit of being able to promote alternative visitor attractions inland. A further development seems to be the designation of some of the smaller Heritage Coasts as country parks where more typical conservation programmes would be inappropriate. This has happened on the Great Orme (North Wales) and Rame Head (Cornwall). In short the Heritage Coast concept has been adapted to local problems and circumstances.

Flexibility of this nature is important. In Purbeck it led to an extension of the boundary to incorporate new oil installations, a move to make the new development accept high environmental considerations.

But against this undoubted success there are a number of problems which have been less than satisfactorily resolved by the Heritage Coast concept. While the voluntary approach has been shown to work well in establishing good will and providing an inexpensive means of management, lack of resources and effective powers are continually recurring problems for most Heritage Coasts. From the outset Heritage Coasts were envisaged as providing practical conservation for scenic coastlines rather than statutory preservation which designations such as AONB, had become. This was one of the justifications for the voluntary approach. The failings of the persuasive style seen for instance in Glamorgan in the incomplete coastal path, must now be recognised and greater powers given as a last-resort management tool. Lack of powers has also hampered development of the programme, there being no compulsion for local authorities or any other bodies to instigate management initiatives along designated coastlines. Repercussions of this are seen repeatedly in lack of continual commitment to the scheme. As a result Cornwall County Council was able to abandon a management initiative for the Lizard and even Glamorgan Heritage Coast cannot plan on the basis of a committed annual budget.

In an age where all public services are being squeezed by financial constraints Heritage Coasts have proven their effectiveness as a low-cost means of protecting the countryside. With operating budgets

in the range of £30-£40 thousand per annum the achievements of Heritage Coasts provide remarkable value for money. But while this demonstrates just what can be achieved on a small budget there is no Heritage Coast scheme which could not do with more resources. As a result project officers have had to become resource gatherers to supplement their budgets through a variety of fund raising activities. All this take s time and while it encourages community participation there is a danger, as seen in Glamorgan Heritage Coast, that time that should otherwise be spent in planning and management may be sacrificed to this end.

An increased level of funding is therefore desirable. In particular there are those areas of national significance such as Lands End and Beachy Head where visitor pressure is particularly intense and which are in great need of extra funding. Ways should be found to provide additional resources for such highly pressurised areas. There are also disparities in grant aid from the Countryside Commission which seem unfair, especially in the case where long-distance footpaths follow the coast, as along South and East Devon Heritage Coasts, which qualify for 100% grant aid. The burden of financing Heritage Coasts is therefore not evenly spread amongst participating local authorities and the Countryside Commission ought to be examining ways in which the balance could be redressed.

The use of MSC labour in conservation projects may need to be reconsidered. Although it provides a free task force this may presently only be used to undertake new work for improvements. Repairs and maintenance cannot be carried out under the scheme. As a result unnecessary improvement work may be done while broken fences fester and paths become overgrown. Some of the work carried out by MSC teams is also of poor quality because the youths employed may have no interest in the work. Only through the creation of a limited number of full-time posts could these difficulties be resolved.

Measuring the success of Heritage Coasts schemes is a vague area for which there are no defined criteria. Cullen (1982) drew attention to the need for careful monitoring and surveys to be carried out in each Heritage Coast. Not only did Cullen feel that the Countryside Commission lacked the means to monitor ecological factors but also that

the Commission had not taken sufficient interest in the development of management schemes in Heritage Coasts outside the pilot areas. Heritage Coast workshops have gone some way towards meeting this criticism but the Commission still does not keep proper records of developments within Heritage Coasts at either national or regional level.

Such criticisms aside, the Heritage Coast concept has established direct management on a practical and voluntary basis as a valid approach to rural conservation management. The National Trust policy of ownership or direct control is in direct contrast to this. Increasingly however the Trust is accepting the need for positive management of the sort seen in Heritage Coasts in maintaining its own coastal holdings. The Trust now also recognises the importance of liaising with other interested parties and has been seen on Gower to be doing just that, working with the NCC and local authorities in drawing up a new management plan for Gower. The policies of the NCC and the National Trust regarding visitor management are now very similar, with emphasis on the provision of interpretative facilities and opening up access to the coastline while ensuring that vulnerable habitats are safeguarded. The NCC with its scientific backup is able to advise on the maintenance and restoration of habitats. Both organisations have potentially large budgets at their disposal and because they either lease or own their sites the problems of voluntary agreements do not arise.

Country Parks by contrast serve to play a very different role in countryside conservation. They are essentially 'honey-pots' satisfying a need for informal, outdoor recreation. The ecological value of their sites is variable. SSSIs may be notified within them as is likely to happen at Cosmeston where management recognises the ecological potential of the site, promoting this as one of the attractions. But while the approach at Cosmeston may be described as low-key with a conservation orientation, the approach adopted at Margam is one of commercial viability where visitors pay to enjoy a range of facilities. Whether either of these Parks satisfies the aim of reducing recreational pressure on nearby, more fragile habitats is uncertain, as

basic visitor surveys have not been conducted at most. It is quite likely that they generate their own demand to a greater or lesser degree and this is particularly true of Margam.

Within the framework of national conservation designations there are also a number of local schemes. The area within the Barry Penarth Coastal Plan and Kenfig Dunes and Pool LNR are examples of these and there are also the sites belonging to Glamorgan Trust for Nature Conservation. At a local level these are very important not least because they demonstrate that conservation begins at the back door and is not restricted to areas of national acclaim. Glamorgan Trust for Nature Conservation is continually looking for opportunities to acquire new sites. This suggests that there are many small habitats in South-East Wales worthy of protection.

A P P E N D I X A

Glamorgan Heritage Coast Income and Expenditure

1985/86 ESTIMATE £	1985/86 PROBABLE £		1986/87 ESTIMATE £
		EXPENDITURE	
		EMPLOYEES	
30,820	31,230	Salaries, National Insurance and Superannuation	31,740
		TRANSPORT	
2,000	4,800	Vehicle Running Expenses	4,880
		ESTABLISHMENT EXPENSES	
2,600	2,650	Travel and Subsistence	2,780
470	470	Telephones	490
240	250	Insurance	260
		MISCELLANEOUS EXPENSES	
1,200	1,200	Publicity/Information	1,270
780	2,400	Heritage Centre	1,400
7,650	6,500	Management Tasks Allowance	8,070
45,760	49,500		50,890
		INCOME	
		GRANTS	
13,370	13,840	Countryside Commission	14,160
-	2,350	Manpower Services	3,000
700	700	SALES	740
14,070	16,890		17,900
31,690	32,610	Net Expenditure Recharged to Authorities	32,990
7,922	8,152	Quarter Share to each Authority	8,247

APPENDIX A (cont'd)

HERITAGE CENTRE

1985/86 ESTIMATE £	1985/86 PROBABLE £	**EXPENDITURE**	1986/87 ESTIMATE £
550	1,580	Repairs to Buildings etc	910
1,500	1,370	Electricity	1,370
310	350	Furniture and Fittings	350
390	450	Rent, Rates & Water Charges	490
450	460	Equipment, Tools and Materials	460
770	900	Telephone and Office Expenses	930
330	330	Insurance	390
4,300	5,440		4,900
		INCOME	
730	620	Staff Board and Accommodation	930
1,890	1,870	Income from the Community Programme	2,020
900	550	Miscellaneous Income	550
3,520	3,040		3,500
780	2,400	**NET EXPENDITURE**	1,400

A P P E N D I X B

POLYTECHNIC OF WALES COASTAL RESEARCH UNIT COASTAL MANAGEMENT SURVEY URVEY _____

Name of Scheme _____

Commencement date _____

Managed by _____

1. Has a project officer been appointed?

   Yes No if yes when?_____

   if no are there any plans to appoint one soon?_____

2. Are any full or part-time wardens employed under the scheme?

   Yes No if yes how many?_____

   if no are there any plans to appoint one soon?_____

3. Has a management plan been drawn up?

   Yes No if yes has it been formally adopted?_____

   if no is one being prepared?

   _____

4. What are the principle aims of the scheme?
   (eg Conservation, research, recreation etc)

5. What bodies are involved in administering the scheme?

6. Do any other bodies have interests in the area

   Yes No if yes please state

7. What funding does the scheme recive from

   i) Countryside Commission _____

   ii) Local Councils _____

   iii) Others (please state) _____

8. How are management decisions taken? (eg Management Committee, Project officer, Statutory bodies etc.)

9. Is there any provision for community involvement in the project?

Yes No if yes what form does this take _____

if no why not _____

10. Are there any links between the scheme and other conservation orientated schemes in the area or nationally?

Yes No if yes what form does this take _____

11. What have been the achievments of the scheme to date? (eg practical improvements, control of visitor levels etc.)

12. Give details of any future development plans (eg visitor centre, expansion of boundaries etc)

13. Has any attempt been made to attract visitors to the area?

Yes No if yes what form did this take _____

14. What provision is made for visitors to the area? (eg Car park facilities, information boards etc)

None Limited Extensive (please state)

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